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ABSTRACT

This second volume of a two-volume report presents findings of a task force on the importance of skill development leave as a mechanism for retraining, upgrading, and updating workers in a dynamic Canadian society. Volume II is an instrument for consultation. Chapter 8 (the first seven chapters appear in volume I) looks at the lifelong learning prospects of Canadians--the challenge, the answer, and the need to complete the new national training direction. Chapter 9 offers a framework for change. It elaborates upon an inserted worksheet that provides options in support of the retraining, upgrading, and updating of working Canadians. On the worksheet, each option is categorized according to a set of design principles: access, equity, mobility and portability, financial support, coordination, and involvement. Chapter 10 presents policy options and mechanisms in support of a lifelong learning strategy for Canada. These are divided into changes to existing policies and programs, changes to legislation and collective agreements, tax changes, new institution and funding sources, pilot projects and joint action, and support mechanisms for participation. Each option is discussed in terms of description and mechanism, purpose, funding, and delivery. The right-hand pages contain the continuous narrative. On the left-hand pages are found quotations, bons mots, data, information, and tables from many sources to support and detail the learning concerns of Canadians about the advent of new technologies and the restructuring of the world of work. Appendixes include a list of background papers and a bibliography. (YLB)

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Employment and Immigration Canada
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Learning a Living in Canada

Volume II

ED278807

Policy Options for the Nation

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Report to the Minister of Employment and Immigration Canada
by the Skill Development Leave Task Force

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Canada

The Skill Development Leave
Task Force Expresses Sincere
Thanks to their Member Bob
Mason for his Artwork

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The Report is divided into two volumes. Volume I contains two parts; the Background section examines, why now? and the Perspectives section presents the results of our pulse taking of major sector attitudes towards a Canadian skill development leave initiative. Volume II, Policy Options for the Nation, is an instrument for consultation. It includes an overview of Volume I and a number of options and mechanisms in support of a lifelong learning strategy for Canada.

The right hand pages of Learning a Living in Canada, contain the continuous stream of principle text. On the left hand pages, you will find quotations, bons mots, data, information and tables from many sources which support, auger and detail the learning concerns of Canadians about the advent of new technologies and the restructuring of the world of work.

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POLICY OPTIONS FOR THE NATION

CHAPTER EIGHT

ACTION AHEAD

"THE HISTORICAL DOMINANCE OF THE HUMAN FACTOR IN ECONOMIC GROWTH AND PRODUCTIVITY WILL PERSIST AND GROW

We already have come full circle since the early nineteenth century. In 1820, more than 70% of the labor force worked on the farm. In 1980, only 3% worked on the farm, and 70% of the work force has moved through manufacturing and into services and information industries. What is more, the current shift from manufacturing to the service and knowledge industries will likely accelerate with new labor saving technologies. Peter Drucker and others claim that the current 32% of our workforce employed in manufacturing could shrink to 5% as early as 1995.

The coming of post-industrial society will not eclipse industrial production, nor the importance of the more highly skilled workers who will remain in industrial production. Agriculture did not disappear with the advance of industry. It became mechanized and more productive. In 1850, for instance, one farmer provided for four other people. In 1982, one farmer provides for 78 others. In much the same fashion, manufacturing and basic industries will rely more heavily on machinery and a smaller, more highly skilled work force for increased productivity."

Anthony Patrick Carnevale, "Human Capital: A High Yield Corporate Investment": American Society for Training and Development, 1982, p. 5.

"In most cases the present situation makes more acute and more obvious new training needs felt and expressed by members of Quebec labour organizations. For some, the fear of seeing their job duties altered by new technological processes (digital control equipment, microprocessors, robots, etc.) will encourage them to seek ways to keep their job qualifications up to date, in order to keep their present job or to be able to transfer their skills to another one. For others, the fear of no longer being able to find work in a given area prompts them to completely re-orient their choice of training towards other sectors or other kinds of work. And for yet others, the desire to enter or to return to the labour market induces them to choose the training programs which are most likely to lead quickly to the job of their choice.

Alongside this real "explosion" of training needs related to the development and acquisition of new job qualifications, the Quebec labour movement is also witnessing the expression of new education and training needs related to greater participation of workers in social, economic and political life and to greater worker control over the immediate working and living environment."

Normand Caron, "Experiences, Attitudes and Intentions of the Quebec Labour Movement with Respect to PEL": Montreal, Quebec, April 1983, p. 4, Background Paper 20 prepared for the Skill Development Leave Task Force.

ACTION AHEAD

8.1 THE CHALLENGE

The Canadian economy is overflowing with unemployed, under-employed and seemingly expendable Canadian workers. Unemployment rates show little sign of slackening during this time when labour-saving machinery and new technologies are threatening to make even more workers jobless. Training and education of workers whose jobs will be lost; Canadians entering the labour market; workers affected by changes in the workplace; and those with leading edge skills, are critical to Canadian growth and prosperity. No matter how many jobs may be created as the economy gains ground, the problem will remain unsolved if the jobs and skills of those who will do the work are not brought together.

Past Canadian investment favouring machines and natural resources over people, could prove to be a serious economic mistake in the emerging post-industrial society. The economic and social return on supporting human resource development is expected to be high. Canadian productivity and economic growth are becoming ever more dependent on the development of our most natural resource: the skills of our citizenry. Critical occupational, professional, and state-of-the-art technical skills; basic writing and number skills; and effective social skills incorporated into our collective national strength; prepare us for the restructuring of the workplace and the shaping of the introduction and use of the new technologies. However, this component is just part of the collective solution to the management of change; change that, while providing a leading-edge competitive stance, also requires a strong social net beneath the transitional tightrope.

This current evolution brings into focus the prognosis that widespread introduction of computers into the workplace brings increased productivity and subsequent increased leisure time for workers. The shift from labour intensive industrial processes to the labour creative post-industrial processes requires a major re-thinking of the Canadian world of work.

"Again assuming a 5% unemployment rate, the objective of absorbing all the other dislocated workers and new entrants could be achieved by reducing the full-time work week from 40 hours to 32 hours and the part-time work week from 15 hours to 12 hours – by cutting out one day's work in five, that is.

The added workers in this scenario would be distributed between full-time positions in the same proportion as the existing workers."

> John Kettle and Marc Zwelling, "Policy Reflections on Skill Development Leave": John Kettle Inc. and Vector Public Education Inc., Toronto, Ontario, April 1983, pp. 66–67, Background Paper 26 prepared for the Skill Development Leave Task Force.

"Growth in on-the-job know how, the re-allocation of labor and the increase in the quality of labor through education, training and health care have consistently accounted for more than three quarters of productivity increases since 1929 and for most of our growth in national income. By comparison, the amount of machine capital per worker has contributed a consistent, and disappointing 20% or less. In the absence of the human contribution, productivity would have been virtually non-existent throughout most of this century.

HISTORICALLY, HUMAN RESOURCES HAVE BEEN GRADUALLY REPLACING ALL OTHERS"

> Anthony Patrick Carnevale, "Human Capital: A High Yield Corporate Investment": American Society for Training and Development, 1982, p. 5.

The Logic of the Business Position: Market Failures and Remedies

"Our analysis of survey responses regarding the impact of training programs on productivity (Section 3.3.2) and analysis of the program costs (Section 3.2) indicate that firms which operate training programs perceive their benefits as exceeding their costs. Also, in Sections 4.2.2 and 3.5 we show that the responding firms, on the whole, indicate a preference for more industrial training than is currently being delivered. After a brief discussion of the deterrents to employer investment in employee training (in Section 3.3.3), we therefore argue that a case of market failure exists (the free-rider problem) and suggest the need for government intervention."

> Social Program Evaluation Group, "A Study of Skill Development Leave Programs in Canadian Business and Industry": Queen's University, Kingston, Ontario, April 1983, pp. 82–83, Background Paper 13 prepared for the Skill Development Leave Task Force.

In an effort to share more equitably the available work, a number of European countries have recently introduced plans to reduce hours of work. Skill development leave and efforts to reduce work hours through earlier retirements, shorter working hours, longer holidays, part-time work, work-sharing or job-splitting are being utilized in various ways or to various degrees of success in addressing the emerging realities. All of these schemes attempt to introduce a flexibility and a flow into and out of the world of work. A rigid lock-step progression from school to work to retirement is no longer functional. Traditional thinking concerning worktime, leisure time, and the full utilization of industrial and educational facilities and sophisticated equipment must change. Phased labour force entry and exit; recurrent training and education; and new involvements with active working and leisure life, emerge through both individual choice and the imperatives of circumstance. Just as the changes from an agrarian to an industrial society wrought transitional pains, so is the movement from a brawn intensive industrial society to a brain intensive information society fraught with serious transitional problems.

The key Canadian economic strength is her people. Their developed collective skills and abilities combine conceptual thinking with tangible elements to create new modes of operation, machinery, goods and services. Acquired human skills are emerging as the basic building block for economic recovery and success.

In spite of the overwhelming evidence in favour of investing in people, employers as a whole tend to ignore the long-term value of human investment. Economic decline historically brings a decline in work/education and training, at precisely the time when readiness for recovery should be put in place. In addition, facilities and equipment are owned and static, people are free and mobile. Investment in people requires a trust and commitment by both the employer and employee. Investment in plants and equipment, however, is easiest to engage in and the simplest to manage.

While employers might recognize and appreciate, from a social viewpoint, the longer-term yield of investment in education and training, the short-term business and individual enterprise priorities encourage them to meet their needs through wage bidding, immigration, and displacement of workers, rather than through training and education. Generally, it has been easier to cut the maple tree out of the forest than to plant the seed to take its place.

The gap between the short-term economic dynamics that discourage investment in recurrent training and education and the long-term human resource development requirements for Canadian economic and social health requires co-operative learning solutions. Robert Reich, Harvard University economist, has suggested that education and training be conceptualized, "as an investment, not a social welfare transfer payment".

"The high-tech strategy that is becoming fashionable will simply not work if it means you're going to eliminate workers from their jobs. We're going to have to do a lot of reorganizing and restructuring."

The Honourable Lloyd Axworthy, Minister of Employment and Immigration, MacLean's Magazine: Toronto, Ontario, April 25, 1983.

"If you had to give advice to people whose jobs had been affected by changes in the workplace, what specific advice would you give to help them cope with or adjust to these changes?

	Whole Labour Force %	Course-Takers in Labour Force %
Go back to school/retrain: take a new course, learn a new skill, keep current and broaden training, get education related to the job	47	53
Be flexible/adapt: reduce resistance to change, learn to work with it	19	20
Get involved in computer field: widen knowledge of computer, take some kind of computer course	11	14
Other advice	8	5
Don't know/not stated	22*	17*

The above categories have been clustered from the various open-ended responses recorded.

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*Totals exceed 100% because some individuals gave more than one piece of advice."

Adapted from CAAE, "Paid Educational Leave": Toronto, Ontario, April 1983, p. 48, Background Paper 15 prepared for the Skill Development Leave Task Force.

8.2 THE ANSWER

The pulse-taking of the public attitude toward skill development in response to change in Canada was gauged for the Skill Development Leave Task Force in several ways. The individual Task Force members consulted with representatives of each of the major sectors across the country in both formal and informal meetings; and, in addition, a joint study by the Canadian Association of Adult Education (CAAE) and the Institut Canadien d'éducation des adultes (ICEA) was commissioned. This pulse-taking included a Gallup survey of public attitudes toward adult learning in Canada and the results of regional meetings across the country. Both the Task Force consultations and the CAAE/ICEA Study form the core for the Task Force assessment and interpretation of the public attitude towards Skill Development Leave in Canada.

The major conclusion of the public consultations of this Task Force is that people's worries about employment are at the heart of the debate on the development and future of lifelong learning. Two-thirds of working Canadians surveyed in the CAAE/ICEA Gallup Poll expressed concern about changes in the workplace. Half of these people stated that they were very concerned.

This Task Force recognizes that skill obsolescence is an issue increasingly preoccupying the Canadian public. Through our public consultation process, the rate at which occupational skills depreciate is clearly an issue of great concern. Indeed, the only skill of long-term duration in today's economic and technological environment is the ability to learn.

The findings of the Gallup Poll revealed that more than four in ten labour force participants, and more than half of those who had recently taken courses, thought that their jobs would be affected by technological change in the workplace during the coming five year period.

According to the CAAE, "in such an environment governments must pause to consider the wisdom of a preventive approach. Instead of placing all of the public effort into programs to re-equip with skills those who are forced out of work by economic downturns or technological change, some portion of the total effort should be directed towards those, currently employed, whose current skills are depreciating as a result of changes in the workplace". The Canadian public is well aware of the importance of upgrading skills and maintaining competence in an age of rapid change. When asked on the survey what advice they would extend to people affected by changes in the workplace to help them adjust, half the interviewees suggested 'retraining'. Respondents to the above open-ended question were quoted as follows: "Go back to school, retrain, take a course, keep current and broaden training, get education related to the job". Recognition of the importance of learning to combat skill obsolescence appears to be strongly established in public opinion. This conclusion is further supported by a Quebec survey in which 81

The most recent (1982) Gallup Poll of the *Public's Attitudes Toward the Public Schools* strongly supported a theme heard during our hearings: People are steadfast in their belief that education is the major foundation for the future strength of this country. They even considered education more important than developing the best industrial system or the strongest military force, perhaps because they understood education as the cornerstone of both. They also held that education is "extremely important" to one's future success, and that public education should be the top priority for additional federal funds. Education occupied first place among 12 funding categories considered in the survey - above health care, welfare, and military defense, with 55 percent selecting public education as one of their first three choices. Very clearly, the public understands the primary importance of education as the foundation for a satisfying life, an enlightened and civil society, a strong economy, and a secure nation.

Adapted from: The National Commission on Excellence in Education, "A Nation At Risk: The Imperative for Educational Reform": Washington, D.C., 1983, as reported in the Chronicle of Higher Education, Washington, D.C., May 18, 1983.

The public has no tolerance for superfluous high school, college, and university offerings. In another survey, more than 75 percent of all those questioned believed every student planning to go to college should take four years of mathematics, english, history/U.S. government, and science, with more than 50 percent adding two years each of a foreign language, economics and business. The public even supports requiring much of this curriculum for students who do not plan to go to college. These standards far exceed the strictest high school graduation requirements of any state today, and they also exceed the admission standards of all but a handful of our most selective colleges and universities.

ibid.

The Organization for Economic Co-operation and Development presaged the argument for balancing supply and demand for labour in their 1976 publication *Developments in Educational Leave of Absence* when they wrote: "In adult education ... there is a common thread linking issues that relate, strictly speaking, to educational leave or to redeployment ... A change in perspective could be contemplated in which periods of unemployment would be transformed into educational leave periods 'due to loss of employment'."

percent of the respondents said they were ready to take part in ongoing learning in order to get and hold employment.[1]

> *The link that Canadians perceive between learning and employment is a significant phenomenon.*

From this and other evidence we have encountered during our consultation process, the Task Force concludes that public opinion will be highly supportive of a major initiative towards skill development leave in the present social and economic context. Fully 87 percent of the 2,000-person random sample survey implemented by Gallup for CAAE/ICEA responded favourably to the following statement and question:

> *Some people in Canada think programs should be available to enable working people to take time off, on a short-term or part-time basis, to improve skills or adapt themselves to the changing workplace. They would continue to earn income during courses and they would return to their job upon completion. If this practice were established in Canada, would you tend to be in favour of it or not?*

In the extensive process of consultation undertaken by the Task Force and the two national adult education associations, effort was made to ascertain, from individuals and groups who are familiar with the current range of employment training programs, impressions and suggestions for improvement. The general consensus of advice and opinion is clear.

There is a pressing need to reinforce efforts to extend educational services to those adults in whom society has invested the least in the past. This priority, which reflects the immediate concern of the All-Party Parliamentary Task Force,[2] suggests that priority attention be addressed towards adult basic education and literacy.

In addition to job-specific training, effort needs to be placed on expanding the range of content of skills training programs. A shift towards curricula which include skills of a more generic nature, capable of transfer between jobs, and the adaptability for future learning of new skills, is essential. Learning programs must be redesigned to enhance the capacity of individual Canadians to help shape the future, for the workplace and for the community. This involvement is seen as key not just to effective future labour force participation, but also to community improvement through developed leadership for municipal, voluntary and emerging community organizations.

These considerations should be taken into account in the development of public policy to encourage skill development leave in Canada. They should be seen as a prescription for improvements in the 1980's and 1990's, and complementary to existing efforts.

The consultations, "underline the importance of assuring for everyone a stronger basic education, without which advanced training remains problematic. This objective of increasing the basic education of adults and young people, won virtually unanimous support . . . ".

Adapted from: ICEA, "Educational Leave in Canada: A Political Choice - Study of Foreign Experiences": Montreal, Quebec, April 1983, Background Paper 14(A) prepared for the Skill Development Leave Task Force.

"Another dimension of the public's support offers the prospect of constructive reform. The best term to characterize it may simply be the honorable word "patriotism". Citizens know intuitively what some of the best economists have shown in their research, that education is one of the chief engines of a society's material well-being. They know, too, that education is the common bond of a pluralistic society and helps tie us to other cultures around the globe. Citizens also know in their bones that the safety of the United States depends principally on the wit, skill, and spirit of a self-confident people, today and tomorrow. It is, therefore, essential - especially in a period of long-term decline in educational achievement - for government at all levels to affirm its responsibility for nurturing the nation's intellectual capital.

And perhaps most important, citizens know and believe that the meaning of America to the rest of the world must be something better than it seems to many today. Americans like to think of this nation as the pre-eminent country for generating the great ideas and material benefits for all mankind. The citizen is dismayed at a steady 15-year decline in industrial productivity, as one great American industry after another falls to world competition. The citizen wants the country to act on the belief, expressed in our hearings and by the large majority in the Gallup Poll, that education should be at the top of the nation's agenda."

Adapted from: The National Commission of Excellence in Education, "A Nation At Risk: The Imperative for Educational Reform": Washington, D.C., 1983, as reported in the Chronicle of Higher Education, May 18, 1983.

Canadians expressed the need for a far greater basic educational foundation than is now available. The objective of raising the level of both adult basic education and that of young people was voiced by a large majority who were surveyed. This direction has been further endorsed by the Study Commission on Adult Education in Quebec.[3] This group, including leaders from business, labour and education, was unanimous in support of this goal and for giving high priority to financing in this area.

Just as it is impossible to build strong professional hockey teams in Canada without drawing from a broadly based farm system, it will likewise be extremely difficult to develop a scientific and technological future for Canada without a broadly based approach to education.

8.2.1 Transferable Skills

Through the Task Force consultations, we encountered criticism of the tendency in the past to overemphasize specific job skills in vocational and occupational training programs. We did find, however, strong support for programs with a broad base, those which encourage transferability, adaptability and flexibility.

Concern was also expressed about past inadequacies in predicting what job specific skills would be required. All too often Canadians, many already discouraged, have been channelled into specific job areas, only to find that when they complete their study no jobs are available. The new Canadian Occupational Projection System (COPS) has been developed to proactively address these concerns.

8.2.2 Shaping the Future

There is a clear need for education aimed specifically at leadership and involvement in the process of shaping the future.

Leadership and involvement at all working levels are necessary in the life of the community as well as in the workplace. This is increasingly true in a community characterized by economic, social and technological change. The community and the country move forward through the development of effective leadership. Leadership skills acquired in the workplace transfer to the community and benefit society in diverse ways.

For workers in the enterprise this means paying greater attention to both the need for vocational training and, where appropriate, trade union education programs in areas such as labour legislation, occupational health and safety, basic economics, as well as civic and communications skills development.

"Governments must encourage a continuing educational system which individuals can enter and leave throughout their lives. This should facilitate retraining and upgrading as well as late entry into training programs. They should remove all barriers which discourage mature students from returning to school and completing training or retraining programs."

Work for Tomorrow: Employment Opportunities in the '80s, Task Force on Employment Opportunities for the '80s, House of Commons, Ottawa, Canada, p. 86.

"Adults in both linguistic communities await clear responses from both institutions and governments. It is urgent that the debate begin."

CAAE/ICEA, "From the Adult's Point of View": Toronto, Ontario, October 1982, p. 30.

Opinions Regarding Paid Educational Leave

The final series of questions on this survey were posed to each of the 2,115 individuals polled:

> Some people in Canada think programs should be available to enable working people to take time off, on a short-term or part-time basis, to improve skills or adapt themselves to the changing workplace. They would still continue to earn income during courses and they would return to their job upon completion.
>
> If this practice were established in Canada, would you tend to be in favour of it or not?

The response was:

Yes, favour	81%
No, do not	12%
Don't know/not stated	7%

Discounting the last category of reply, the response was:

Yes, favour	87%
No, do not	13%

CAAE, "Paid Educational Leave": Toronto, Ontario, April 1983, p. 49, Background Paper 15 prepared for the Skill Development Leave Task Force.

Trade union consultations held nationally and regionally by the Task Force, supported by consultations with labour organizations quoted in the Adams Commission Report of 1979 and again in 1983, and in the ICEA Quebec study of 1983, all underline the need for increased opportunity for worker representatives and active union members in the workplace to broaden their knowledge of labour-related fields. Provision for more advanced, specialized training for trade unionists active on labour-management levels in the workplace, the industry, the national economy and even the international field has been called for by the United Nations International Labour Organization.

Skills for the management of the workplace are increasingly key to the economic viability and strength of these Canadian ventures. The restructuring of the workplace, the integrated office of the future, the advent of new technologies and effective labour management relations require the development of useful management and leadership skills.

8.2.3 Skill Development Leave

In the results of the substantive consultations and interviews held for the Skill Development Leave Task Force, the Canadian people have strongly shown the trust that they have in education and training to rebuild our economy and provide for the involvement of all our citizens. Learning is seen as an indispensable investment for success in the new information society. The Canadian wish for tomorrow's society has been shown; now action is required to realize that future.

The Skill Development Leave Task Force members issue the call to all Canadians who care about the skills of our people and the strength of our future: to federal and provincial governments; to industry and trade union leadership; to Boards of Education, Colleges and Universities; to learned and scientific societies; to the media; to professional and voluntary associations; and to concerned Canadians wherever they may live or work, to set aside past differences and collectively find and put into action new learning solutions for the world of tomorrow.

8.2.4 Skill Development Leave as a Proactive Response to Change

Although there are two major imperatives at the moment, economic and social, the public perception of the preferred response to both is the same. The advent of new technologies and the subsequent restructuring of the workplace, and rising unemployment and its inherent social maladies, require the learning of new skills to shape and cope with change. Paid educational leave is seen by the vast majority of Canadians surveyed as an effective mechanism to address these recurrent learning requirements.

Ian O'Malley, in his 1982 article in the *International Labour Review*, referred to this subject when he noted:

> "The contention that paid educational leave is an educational responsibility ignores both the education and training that take place outside the formal education sector and the fact that such leave is inextricably bound up with industrial relationships and with manpower planning."

Towards the conclusion of its report, *In Short Supply*, the Economic Council put the case for public involvement in occupational training as follows:

> "While stressing the importance of a greater role for the private sector, the Council believes nonetheless that governments must retain a central role in vocational training. Much of the comprehensive and transferable skill development, so crucial to long-term labour market well-being, is unlikely to be identified and carried out by the private sector alone."

"This concept is also key to a recent recommendation of the Surrey School District (# 36) and Kwantlen College funded by the British Columbia Ministry of Education:

> 'The development of systems at the community level to satisfy the emerging needs and interests of adult learners represents a third alternative. Efforts aimed at developing ways to identify, clarify, inform and support the learning decisions of adult life, whether they be connected with further education or career modification are part of this alternative approach.
>
> *The Third Alternative* links existing initiatives for co-ordination, providers of programs and services, and potential learners. It makes provision for the extension and enhancement of learning facilitation services to increase access for potential learners to opportunities. The establishment of a council – a voice for adult education and an advocate for adult learners is recommended'."

Adapted from: CAAE, "Paid Educational Leave:" Toronto, Ontario, April 1983, pp. 93 and 95, Background Paper 15 prepared for the Skill Development Leave Task Force.

8.2.5 Skill Development Leave for Balancing Supply and Demand for Labour

Voluntary withdrawal from the labour force at critical points throughout working life, instead of involuntary inactivity for some, shifts emphasis from the negative to the positive. The negative experience that forces young people to stay in school and expels other workers from the workplace, which could be replaced by positive, voluntary involvement in retraining, upgrading and updating makes sense. Part-time, short-term applications of skill development leave introduce a new flexibility and a flow in and out of the workplace.

8.2.6 Skill Development in Institutional and Non-Institutional Settings

Citizen learners should determine where their learning will take place. In the CAAE/ICEA Gallup Poll, a full 29 per cent of persons who had taken a course during the three year period immediately preceding the survey indicated that the organizer was neither an employer, a union, a university, a college or a school board. Linkages between and among both formal and informal learning environments and clientele groups need to be established and recognized.

8.2.7 Major Group Objectives: Skill Development Funding Responsibility

The various sectors of society have a commitment and a responsibility toward the support of educational leave. A government lead role in this policy initiative requires the leverage of public funds to reach public objectives. Furthermore, financial responsibility should accompany sector benefits and use of the results of education and training.

8.2.8 Counselling and Information in Support of a New Learning Society

Good occupational information and dissemination, and a secure, trustworthy counselling service to help adult learners to choose wisely is required. New and revitalized arrangements, such as volunteer operated life-planning centres, may help link individuals to counselling and accurate information.

"Skills are learned behaviour. The useful duration of any skill – whether it relates to employment, family life, leisure, community affairs or spiritual development – is rapidly becoming shorter. This suggests that our society must cease merely to pay lip service to the concept of lifelong learning. Our individual and collective futures will depend upon breaking the lock-step relation between learning, earning and retirement."

Ian Morrison, Executive Director of the Canadian Association of Adult Education, to the Skill Development Leave Task Force, 1983.

"The Ministry of State for Science and Technology advises the government on science and technology policy, and coordinates the federal science program. A significant part of this role involves consideration of the development of human resources necessary to the national science effort. Studies by the Ministry and other groups within and outside government have noted that supply-side shortfalls in key fields of specialization will act as a constraint to the expansion of R&D in industry and government. The magnitude and nature of these shortfalls are highly dependent on strategic plans by industry and government and the speed with which these plans are implemented. Moreover, the recently announced Technology Policy will tend to highlight the importance of skill development in the economy. For these reasons and others, manpower planning and the associated development and training of existing human resources employed in the various sectors must be considered as part of the solution to meeting our needs for qualified personnel in science and technology. Skill development leave policy, therefore, is one key way in which both industry and the public sector can facilitate the training that will be needed."

Ministry of State for Science and Technology, Submission to the Skill Development Leave Task Force, May, 1983.

8.2.9 Trust the Adult Learner to Choose Skill Development Responses Wisely

Provided with good counselling and accurate information the motivated learner will choose courses and programs wisely. Although many significant others in the learners's life may influence him or her, the individual must make the choice.

8.3 AT THE CROSSROADS

Technology can offer a major route to economic growth, prosperity and employment. In order to tap this future, both the public and private sectors need to support co-operatively new skill development approaches for Canadian workers. Any comprehensive human resource development strategy must be intrinsically linked to a national industrial and scientific direction.

The need to complete the new national training direction and the increasing dysfunction of formal training and education systems are a problem that a Canadian Skill Development learning strategy must address.

8.3.1 Perceived Obstacles to Lifelong Learning

The public perception of barriers facing adults who seek to avail themselves of learning opportunities has been investigated by the Task Force.

In general, educational institutions are seen to be insufficiently flexible for the varied learning needs of the adult population. The resistance to change factor, so strongly identified, should not be under-estimated in the policy development process. Community colleges are seen to be more responsive than universities to environmental changes.

In their joint publication of 1982, *From the Adult's Point of View*, CAAE/ICEA identified through public consultation a series of fifteen barriers to educational participation; those barriers most likely to impact to varying degrees on the average citizen and prospective learner as he shops around for skill development:

"When asked to identify the last level of educational institution they attended during their initial schooling, respondents were offered four choices. The incidence of learners varies sharply:

Last Level Attended	**% Learners**
Public or less	11
High School	25
Community College	59
University	57

The profile of learners was also measured for four levels of family income as follows:

Under $10,000	17
10,000 — 19,999	29
20,000 — 29,999	39
30,000 and up	48"

CAAE/ICEA, "From the Adult's Point of View": Toronto and Montreal, October 1982, p. 5.

8.3.1.a Financial

Part-time adult learners are often excluded from financial support, and when there is support it is based on the maintenance requirements for young people. Full-time support for occupational and recurrent education is not sufficient for adults with family responsibilities. Additionally, a number of others who receive unemployment or welfare payments are not eligible for training support; and conversely if they receive training support are not often eligible for unemployment or welfare benefits.

8.3.1.b Lack of Co-ordination

Fragmentation of information among educational providers, and to enterprises and workers is evident. Interprovincial standards, transferability of credits and portability of credentials and experience are limited.

8.3.1.c Lack of Support Systems

Active adult learners generally have higher levels of family income and higher last levels of educational attendance than non-learners. Since adult learners tend to respond to involvement in recurrent education, according to their past success, or lack of success, effective welcoming support systems are necessary. In addition to the above, moving to a new location of study requires orientation, counselling, child care and tutoring, all of which are largely unavailable.

8.3.1.d Lack of Information

Information on available courses, scholarships, bursaries, or loans, and occupational demand projections are not easily available, especially on a multi-institutional and interprovincial basis. It is also difficult in most locations to uncover the sources of such information.

8.3.1.e Geographic Barriers

Adult learning opportunities are concentrated in urban areas and the largest of these are the best served. Even in areas where courses are available, program offerings in many cases are unavailable to the part-time student. Distance education programs through television, correspondence, or distance delivery methods are limited. Adults in rural areas often must move or commute great distances to undertake part-time, or full-time courses. New meaning for the term distance education, equated with the ivory tower narrow focus of some universities, was recently raised at a UNESCO symposium on lifelong learning.

"We must recognize that the academic learning of persons who have left school is enriched by observation, experience, study, personal reading and by interchange with others in their environment.

We must explore and develop practices which will enable adults who want to take academic courses to obtain recognition of the life-skills they have gained in the form of equivalent credits."

Adapted from: Michèle Jean et al., "Learning: a voluntary and responsible action": CEFA (Jean Commission), Montreal, Quebec, 1982, p. 57.

8.3.1.f Institutional Practices

Linkages between formal educational institutions and business, labour, community and learning groups are limited. Age restrictions on entry into educational programs including apprenticeship; lack of credit for previous experience; lockstep hierarchical prerequisite requirements; lack of transfer between programs; and traditional institutional pacing rather than self-paced learning restrict access and progression for adult learners. Institutions tend to offer courses rather than assess and respond to the various learning needs of the adult. Administrative offices and counselling services are not readily available to the part-time adult evening student. Course scheduling generally tends to be traditional; although innovative career accelerated learning programs, weekend colleges, intensive summer programs, end-of-work-day and on-work-site programs, and co-operative programs are beginning to emerge.

8.3.1.g Fatigue and Lack of Time

Physically or mentally demanding jobs, family responsibilties and commuting make adult part-time study difficult.

8.3.1.h Attitudinal Barriers

Adults with little or negative experience in education do not feel comfortable in institutional learning situations, especially at unfamiliar levels. Family and peers provide little encouragement, and often roadblocks, to many learners. Additionally, study skills and learning to learn must be developed by many learners.

8.3.1.i Fees and Other Costs

Financial aid for the part-time student is limited. Fees for evening courses exceed fees for daytime courses measured by instructional hours. The level of financial support is geared to the needs of young people. Effective counselling and encouragement for manual workers to take advantage of paid educational leave or tuition reimbursement plans is needed.

8.3.1.j Scheduling

Inappropriate scheduling, cancellation of required courses, and abrupt changes in schedules are all too frequent.

8.3.1.k Employers' Recruiting Policies

Inappropriate credential requirements are used as a screening device for some positions, severely restricting the upward mobility of the experienced worker lacking the formal requirements.

"Canada's economic future depends in large measure on our ability to develop innovative and competitive industries. We are hard pressed already to provide these industries with skilled personnel. Women form the largest underdeveloped source of personnel for this growing labour market; thus they should be encouraged to acquire the necessary skills.

Machines are rapidly displacing people in many areas of traditionally female employment, such as banks, the telephone exchange, and in clerical and secretarial fields. Consequently, women without scientific or technical skills face a high risk of unemployment or, at the very least, the prospect of having to accept unskilled jobs. The National Council on Welfare has reported that half of the families with both parents working have a combined income of less than $15,000. Thus many families will suffer if unemployment among women increases significantly.

The Science and Education Committee believes that increasing the participation of girls in science and mathematics at all levels of the school system is imperative. Parents, teachers, counselors, policy makers and students are urged to make a concerted effort to change the situation. Girls must be encouraged to see the relevance of science and mathematics to their career plans. They must learn that scientific and technical occupations are interesting, rewarding, and do not conflict with their role as women.

The impact of science and technology on our daily lives must be made clear to both girls and boys. Educators, researchers and policy makers must ensure that there are no barriers to girls receiving a first-class education in science, mathematics, and technology. And women must insist on a thorough education in these areas."

Science Council of Canada, "The Science Education of Women in Canada: a Statement of Concern": Ottawa, January 1982.

". . . towards a New Industrial Order. The world economy is being restructured, and never before has international competition been as tough. Our world trading position is being threatened, and I am convinced that our economy needs industrial reordering and renewal to meet this challenge."

The Honourable Donald Johnston, "Notes for a speech to the Conference Board of Canada", Ottawa, Ontario, 1983, p. 1.

8.3.1.l Residency Requirements

Sustained, full-time, on campus requirements present a major obstacle to the part-time working adult.

8.3.1.m Accreditation

Life experience is not often recognized for entry into or advanced standing in education programs. Inter-institutional and interprovincial transferability is limited.

8.3.1.n Curriculum/Learning Needs

Curriculum is often organized according to the needs of adults with a substantial basic education background, and adults with little or negative experience in education are required to fit the mold or not attend.

8.3.1.o Fragmentation

With a plethora of responsible bodies under a multitude of jurisdictions making decisions, there is a need for clear role definitions and a co-ordinated, national infrastructure. This is evident in the lack of communication and co-operation between the myriad of adult and traditional education efforts, as well as between the policy makers, the delivery systems and the users. Linkages between employers and educational institutions and even more so between workers and institutions are limited and fragile resulting in highly fragmented education and training programs. The lack of transferability of credentials and interprovincial standards decrease the mobility of Canadians.

The allocation for training and education funds are confused by mixed and inverted priorities. Just as individual enterprises must respond to changing conditions within the market place, so must work/education policies reflect the changing realities within Canadian Society.

There are insufficient means to publicize and disseminate programs, experiences, and labour market need in a coherent and useful way. Until effective linkages between the user and delivery systems are established, inroads into the development of a recurrent education strategy for Canada will be impaired.

8.3.2 Economic Development

The challenges of the global marketplace makes planning within an international context necessary. Technological and scientific skills are essential for the required collective national strength.

Canadian resident graduate enrolment has decreased by 15.7 percent and 31.7 percent in Engineering and, Math and Physical Science, respectively, during the period from 1972-73 to 1978-79. It has increased by 28.4, 26.6 and 55 percent, respectively, in Education, Social Sciences and Health Sciences.

Current University Teacher Shortfalls

Management – 200 vacancies – only 20 PhDs graduating annually

Computer Science – 600 vacancies (1979)

Engineering – 200 vacancies in Canada – 2,000 vacancies in the USA.

Information made available by the Ministry of State for Science and Technology, February 1, 1982.

"John Porter in his classic study 'The Vertical Mosaic' expressed our concern in terms we cannot improve upon. He said 'A society which refuses to remove barriers to educational opportunity is falling short of the democratic ideal'.

And we agree with Professors Jackson and Fleming that 'We seem to be doing an admirable job of squandering the priceless human resources available to us'."

Frank Wall and Arthur Kube, "Rationale for Paid Educational Leave and Recurring Education": B.C. Federation of Labour, CLC, Vancouver, B.C., Spring 1983, p. 1, Background Paper 18 prepared for the Skill Development Leave Task Force.

A weak Canadian mathematical and scientific knowledge base on which to build further education is in evidence, especially for the female population and for other disadvantaged groups. The need to respond quickly and effectively to changing economic conditions and labour force growth, requires such a readily transferable core level of skills. The lack of responsiveness of educational institutions and governing bodies to rapidly changing adult skill requirements hampers the effective use of Canadian manpower. The economic recognition of the value of investment in human resource development is generally lacking.

A marked imbalance in skilled labour supply is evident in a number of critical areas. These imbalances are exacerbated by shortages of highly qualified faculty and researchers which cause bottlenecks in areas critical to Canadian economic growth. The shortages occur because of the pressures on first degree graduates in high demand areas to enter the labour force, resulting in a decrease in graduate work, the aging of faculty and researchers, and the decrease in Canadian resident enrolment in high demand areas.

The past national training focus was directed towards the unemployed to the near exclusion of the employed and did not focus on critical skills development. It did not provide enough pressure or incentive for industry to increase its investment in the training of its own employees, nor for the working Canadian to retrain, upgrade and update his or her existing skills.The National Training Program enhanced by a comprehensive Skill Development Leave initiative should positively reorient this focus.

Insufficient attention has been paid to adult education as a legitimate focus in the alleviation of labour market bottlenecks and in the provision of delivery mechanism leadership.

Training does not create jobs except perhaps for trainers. Jobs can be created by national economic policies, a full use of productive capacity, and a healthy economy. For training, retraining, and updating to be a responsible investment there must be ends as well as means.

8.3.3 Social Development

The need to develop a learning continuum throughout life, and to eliminate the watering down of adult education activities and opportunities in times of fiscal restraint is a basic requirement for the social competence of Canadians. Widespread illiteracy and the concommitant lack of numeracy and basic reasoning skills, have high economic and social cost. Are we willing to bear them? Or should we help Canadians to help themselves through education and training?

"I do not want my house to be walled in on all sides and my windows to be stuffed. I want the cultures of all lands to be blown about my house as freely as possible, but I refuse to be blown off my feet by any."

Mahatma Gandhi, quoted from Roby Kidd memorial brochure "The Readings", OISE, Toronto, Ontario, 1982, p. 15.

The inequality of access for individual Canadians to learning services causes an equal inequality of access to the labour market. The special learning and labour force participation needs of such groups, as youth, parents of young children, older workers, and employees dislocated by changes in the workplace must be addressed, as well as the equity requirements and barriers for disadvantaged groups such as women, language minorities, native and handicapped people.

There is a need for a social net of Canadian involvement in work and learning that positively receives all working people into learning, work, and life.

8.4 ACTION AHEAD — IN SUMMARY

The time of vacillation, waffling and jurisdictional disputes must come to an end. Decisions concerning the lifelong learning prospects of Canadians within an ordered view of the future of Canada as a nation must be taken.

Alice in Wonderland's question, "Cheshire-Puss, would you tell me, please, which way I ought to go from here?" answered as usual by, "That depends a good deal on where you want to get to" fits the current Canadian situation. It is suggested that the time is right to work together to blueprint an effective strategy for a comprehensive, co-operative, interprovincial, recurrent education and training policy.

Towards this end the Skill Development Leave Task Force Report was developed as a tool for extensive national consultation. There are no recommendations or conclusions, but rather, there are a number of options and mechanisms to stimulate the collective Canadian creativity.

The report is not an academic treatise but rather an agenda for co-operative action.

CHAPTER NINE

FRAMEWORK FOR CHANGE

National Advisory Panel on Skill Development Leave

- R. Ahenakew, President, Saskatchewan Indian Community College (Special Needs Representative)
- M. Eady, Deputy Minister of Labour and Manpower, Manitoba (Provincial Representative)
- A. Ironside, President, Canadian Association of Adult Education, (Educational Representative)
- R. Mercier, Executive Vice President, Canadian Labour Congress (Labour Representative)
- L. Rogers, Past President, Canadian Congress on Learning Opportunities for Women. (Special Needs Representative)
- S. Smith, Chairman, Science Council of Canada (Federal Representative)
- C. Walda, Vice President, General Foods Inc., (Industrial Representative)

OPTIONS WORKSHEET

NOTES:

		OPTIONS	DESIGN PRINCIPLES						
			ACCESS	EQUITY	MOBILITY AND PORTABILITY	ENTITLEMENT	FINANCE	COORDINATION	INVOLVEMENT
CHANGES TO EXISTING POLICIES AND PROGRAMS	1.1	INVENTORY OF EXISTING AND PLANNED PROGRAMS WITHIN C.E.I.C.	a	a				a	
	1.2	NATIONAL TRAINING ACT	a, j				a, j		
	1.3	CANADIAN OCCUPATIONAL PROJECTION SYSTEM						a, j	
	1.4	THRUST FUND EXPANSION	a, g, k				a, g, k		
	1.5	UPGRADING THE HIGHLY QUALIFIED	g				g		
	1.6	CANADA STUDENT ASSISTANCE PROGRAM					i		
	1.7	UNEMPLOYMENT INSURANCE							
	1.8	THE DUAL SYSTEM				i			
	1.9	PART-TIME STUDENTS							
	1.10	WORK AND LEARNING RESOURCE CENTRES							
CHANGES TO LEGISLATION AND COLLECTIVE AGREEMENTS	2.1	EDUCARE		i		i			
	2.2	THE RIGHT TO LEARN		i		i			
	2.3	ILO CONVENTION 140	a			a			
	2.4	RECOMMENDATION 148 OF THE INTERNATIONAL LABOUR ORGANIZATION	a					a	
	2.5	EARNED TIME OFF	a			a	a		
	2.6	EARNED ENTITLEMENT	b			b	b		
	2.7	INCENTIVES FOR EMPLOYEES					a		a
	2.8	ONE-IN-FIVE OPTION	f, g				f, g		
	2.9	VOUCHERS	i	u			i		

TAX CHANGES	3.1	SKILL DEVELOPMENT CREDIT PLAN	a				a		
	3.2	LEVY-GRANT FUND	a				a		
	3.3	REGISTERED EDUCATIONAL LEAVE SAVINGS PLAN	f, g, h				f, g, h		
	3.4	TAX INCENTIVES FOR CORPORATIONS					a		l
NEW INSTITUTIONS AND FUNDING SOURCES	4.1	NATIONAL COUNCIL FOR WORK AND LEARNING						l	
	4.2	NATIONAL RECURRENT EDUCATION BUREAU					m		
	4.3	HUMAN RESOURCE DEVELOPMENT CORPORATION					m		
	4.4	LEARNING COUNCILS	l		l			l	l
	4.5	CONTINUING EDUCATION UNITS			l			l	l
	4.6	TRAINING FUND	l	l			l		
	4.7	PROGRAM DEVELOPMENT FUND					m	m	m
	4.8	MATCHED GRANTS		a			a		
	4.9	SECTOR TRAINING AND EDUCATION COUNCILS	■	■	■	■	■	■	■
PILOT PROJECTS & JOINT ACTION	5.1	FEDERAL-PROVINCIAL JOINT ACTION	■	■	■	■	■	■	■
	5.2	DEMONSTRATION PROJECTS	■	■	■	■	■	■	■
	5.3	NO OPTION							
SUPPORT MECHANISMS FOR PARTICIPATION	6.1	AFFIRMATIVE ACTION	■	■	■	■	■	■	■
	6.2	OVERCOMING BARRIERS TO EQUITABLE PARTICIPATION IN EDUCATION AND TRAINING	■	■	■	■	■	■	■
	6.3	DEVELOPMENT OF ADULT EDUCATORS	■	■	■	■	■	■ l	■ l
	6.4	EDUCATION DELEGATES	■	■	■	■	■	■ l	■ l

CODE:

COVERAGE

a) All Canadian wage earners
b) All wage earners within federal jurisdiction
c) Unskilled
d) Semi-skilled
e) Skilled
f) Highly Skilled
g) Highly Qualified
h) Self-Employed
i) Special and Disadvantaged Groups
j) Unemployed
k) Adult Educators
l) All Canadians
m) Institutions

IMPLEMENTATION TIME FRAME

■ Short-term (up to 3 yrs.)
☐ Short to med. term
☐ Medium-term (3 to 5 yrs.)
▨ Long-term (over 5 yrs.)

FRAMEWORK FOR CHANGE

9.1 FOREWARD

Established in May 1980, an all-party Parliamentary Task Force on Employment Opportunities for the 80s, chaired by the Honourable Warren Allmand, held public hearings across Canada. In *Work for Tomorrow*, the Parliamentary Task Force identified the public framework for a new work and learning direction. At the heart of their major recommendations was the formulation of a comprehensive human resource development strategy and the need to establish a recurrent education system whereby an individual can retrain, upgrade and update throughout life.

The members of the major sector, Skill Development Leave Task Force are in complete agreement with this necessity for educational reform in Canada. The promise of a secure Canadian future is threatened by accelerating change; change that requires a flexible, lifelong learning response.

The goal of a recurrent education and training strategy for Canada must be the development of the collective Canadian skills necessary for economic growth and international competitiveness; and the equitable sharing of the opportunities for individual participation in attaining the necessary skills and contributing to the subsequent growth.

The Skill Development Leave Task Force was charged with developing options and mechanisms in support of the retraining, upgrading and updating of working Canadians to be presented in this report.

Extensive evaluative consultations based on the Report will occur at separate business, labour, education, and governments colloquia organized by the Canada Employment and Immigration Advisory Council.

A National Advisory Panel of seven eminent Canadians representative of these groups will assess the options and results of the evaluations and will recommend future Skill Development directions to the Ministers of Employment and Immigration, and Labour.

In the inserted 'Worksheet', each option has been categorized according to a set of design principles: access, equity, mobility and portability, financial support, co-ordination and involvement. A comprehensive skill development plan requires provision for all working groups to participate in retraining, upgrading and updating, see coverage a-1 on the 'Worksheet'. Additionally, some options require a short-term implementation schedule while others would be more realistically established in a medium- to long-term time frame, see colour coding. The design principles, user groups and implementation schedules provide a standard framework for a comparative evaluation of the major sector preferred directions.

SUMMARY OF MAJOR RECOMMENDATIONS
of
WORK FOR TOMORROW — EMPLOYMENT OPPORTUNITIES IN THE 80s

The Report of the Task Force on Employment Opportunities for the 80s

N.B.: This is only a summary of the major recommendations. For the full text read the complete recommendation referred to.

1. There should be a National Council of Employment and Training Ministers to better co-ordinate federal and provincial programs and to implement a national employment and training plan. (Rec. 159).

2. The Federal Government, with the provinces, should pursue the goal of full employment (Rec. 1) and adopt an industrial strategy linked to employment and training policies. (Rec. 2).

3. Governments and the private sector should take steps to correct negative attitudes to blue-collar trades (Rec. 10); to place a high priority on, on-the-job training (Rec. 22); to provide more instructors (including older workers) for technical training (Rec. 44, 46, 47); to make available up-to-date machinery and equipment for training (Rec. 48 to 51, 61); to reallocate resources to courses offering the greatest employment opportunities (Rec. 68); and to establish a continuing education system where an individual can retrain and upgrade throughout a lifetime (Rec. 65).

4. The Federal Government should continue to fund direct job-creation programs in areas of high unemployment but always with a training element (Rec. 12); reaffirm its commitment to eradicating functional illiteracy (Rec. 14); provide assistance to basic adult education and job readiness (Rec. 64); expand the Critical Skills Training Program (Rec. 41); continue assistance to post-secondary education with priority to skills shortages (Rec. 54, 55); permit those on unemployment insurance to pursue further education, training and retraining when this is related to skill shortages (Rec. 66); reintroduce its program to assist co-operative education (Rec. 76); and increase considerably the number of places for co-op students in the Federal government (Rec. 78).

The policy options presented by the Skill Development Leave Task Force for public consideration reflect a basic agreement on the need for reformed education and training systems. However, not all members of the Task Force are supportive of all options and, indeed, the constituents they represent may be opposed to some. Certain options may be similar in purpose, but may differ in design. The options have been developed through consultation, deliberative consideration and comparative extrapolation. The presentation of the options is intended to stimulate further thinking and to suggest a range of possible components to a National Skill Development Leave Strategy. It is expected that a number of groupings and permutations of options will be prioritized into proposals for a comprehensive skill development policy in the major sector evaluative workshops. Detailed program design and financial framing will be required once the preferred strategies have been identified and the field has been narrowed, and prior to implementation of recommendations. While some options may stand alone, some need to be linked with others.

9.2 THE FRAMEWORK FOR A NATIONAL SKILL DEVELOPMENT LEAVE POLICY: DESIGN CONSIDERATIONS

9.2.1 Skill Group

A lifelong learning strategy must consider the needs of all workers: highly qualified, highly skilled, skilled, semi-skilled, unskilled and special needs groups. (Refer to chart, Volume 1, Chapter 2, p. 22a.)

The beginning step is to develop the long-term, educationally strong foundation for growth and widespread basic education. The next step is to develop comprehensive recurrent education which addresses national social and economic priorities.The need for a dual strand emphasis is indicated. One strand is the widespread retraining, upgrading and updating of all working Canadians; the other is the movement towards priority imperatives, such as the cultivation of highly qualified faculty and researchers, and the overcoming of barriers allowing full use of the capacities of all our people.

5. In order to ensure training in industry the Federal Government should adopt a 'payroll tax-credit' system* (Rec. 40), as well as a system of contract compliance* (Rec. 42).

6. Apprenticeship programs should be modernized and expanded (Rec. 25) to provide for entry at an earlier age (Rec. 26), geared to the meeting of standards, not to a time frame (Rec. 27), open to women (Rec. 28) and changed to assure completion of course (Rec. 29) and provide transferable skills (Rec. 36).

7. The Federal Occupational Training Programs should be more flexible, allowing more local decision-making (Rec. 70) with respect to qualifying age and education, time in the work place, and length and choice of course (Rec. 71).

8. In order to encourage more retraining, the Federal Government should increase living allowances to cover essential living expenses for the trainee and his/her family (Rec. 79); provide daycare to parents (Rec. 80) and travel and shelter assistance to those who must train in another community (Rec. 81); revise the Canada Student Loan Program to cover all training programs (Rec. 82); provide forgivable loans to those willing to commit themselves to an employer for 2 or 3 years (Rec. 85); and establish a Registered Education and Training Savings Plan (Rec. 88).

9. To encourage labour mobility: governments should permit the deduction from taxable income of expenses related to relocation (Rec. 89); increase mobility grants for the unemployed moving to areas of labour shortages (Rec. 93); expand the Red Seal program to include more trades (Rec. 96); and provide more bilingual education (Rec. 100).

10. Employers wishing to import skilled workers must commit themselves to a long-term training plan for Canadians (Rec. 102).

11. In order to make use of all labour resources in Canada, the Federal Government should introduce affirmative action programs and contract compliance to increase the training of women, Natives, minorities, and the handicapped (Rec. 105).

12. Outreach programs for women, Natives, minorities, and the handicapped should be continued and expanded (Rec. 109).

13. There should be an Indian economic and employment strategy together with an Indian education and training strategy developed by Indians (Rec. 122) and a five-year Indian Development Fund (Rec. 123).

9.2.2 Implementation Time Frame

A number of demographic, demand, and employment trends are expected to impact at an accelerating pace on the Canadian future. The full force of change will gradually increase and have an emphatic impact on work and learning. A phased interaction with this change will be necessary. Short-term, remedial skill development action may require immediate changes to existing human resource development policies and programs. Federal regulations, bargaining practices and amendments to the Canada Labor Code allowing for rapid introduction of Education and Training Leave in certain sectors can join with demonstration models in other areas, leading eventually to long-term Skill Development policies, plans, and directions. A national skill development strategy should incorporate progressively short (to three years), medium (to five years) and long-term (over five years) education and training objectives as part of a development strategy for the nation.

9.2.3 Linkages

A broadly based national effort must be structured to include both independent and co-operative efforts and actions by all sectors in support of skill development initiatives. Governments are responsible for streamlining their own processes, developing linkages between different institutional levels and among provinces, while creating a learning environment in which the individual and collective talents of labour, management and educational groups can be focussed to meet the human resource development challenge. Major groups must eliminate policies and priorities that are wasteful, fragmented, operate at cross-purposes and often undermine each other. Labour, management and educational institutions can pool talents and resources to accomplish what could not always be achieved working independently.

9.2.4 Incentives

There must be a reason to participate. For the individual this reason may be as basic as getting or keeping a job. The enterprise may need financial incentives to allay the fear of losing the trained employee. Labour unions may be convinced by the democratization of education and training decision making. Educational institutions may need to respond to the new clientele in

14. For northern and remote areas the Federal Government must establish innovative, mobile, regionally based training centres (Rec. 126).

15. In addition to improved labour market forecasting, there must be a better means of disseminating the information obtained to training planners and career counsellors (Rec. 175).

16. There should be a National Labour Market Institute to provide analysis and advice on employment and training policies (Rec. 163).

*Dissenting views on these recommendations can be found following the relevant recommendations in the body of the Report.

Summary of Major Recommendations adapted from: *Work for Tomorrow: Employment Opportunities in the 80s*, Task Force on Employment Opportunities for the 80s, House of Commons, Ottawa, p. 7.

order to maintain a viable economic position. Governments may be convinced that a transitional helping hand is better than a heavy financial burden in the social welfare system. Whatever the incentives, all major groups must be encouraged to participate fully in the establishment of new lifelong learning directions.

9.2.5 Decentralization

Decision making should be democratic and at the local level. The individual should be free to chart his or her own path, within locally set priorities. The fine tuning within the community and/or industrial sector should fit into and be co-ordinated with the objectives for a national retraining, upgrading and updating direction.

9.2.6 Delivery

Innovation in program design and delivery, as well as support for groups such as small business and co-operative arrangements should be encouraged. In a country as geographically dispersed as Canada, distance delivery, transferability of credit and interprovincial standards are important.

9.2.7 Support

The major premise of any democratic society is that all people are created equal. Unfortunately, life circumstances often work against this basic principle. Systemic discrimination has occurred in the past and continues. Female workers receive only a small portion of what male workers receive in comparable jobs and they are all too frequently channeled into lower paying female careers. Other disadvantaged groups are often painted with a stereotyped brush, and are excluded from responsible and challenging career opportunities. In order to help eradicate past inequities, special efforts to include and encourage the involvement of over half of the Canadian population of working age must occur. These special efforts should include financial and other support mechanisms such as childcare for student parents. Enabling all Canadians to compete fairly and equally for jobs requires extra effort on the part of governments, employers, trade unions, educational institutions and the Canadian people as a whole. Progressive education and training practices will help the disadvantaged to help themselves.

9.3 LEARNING INFRASTRUCTURE

The proverbial question "What came first, the chicken or the egg?" applied to the revitalization of learning in Canada presents further questioning.

High demand for specific skills creates a strong pull to the labour force for first degree graduates. In order to be internationally competitive an effective research and faculty body is required. Where will the faculty and researchers come from? What linkages are required for the highly skilled professional or tradesman to become teachers on the work site? Is the increased interest of foreign students leading them to take the place of a large number of Canadian students in high demand study areas, or does a lack of Canadian student interest in high demand areas, for whatever reason, leave places in Canadian schools for foreign students?

Does the social welfare system support many of the uneducated because they are not prepared with the skills to participate in the labour market, or, with the necessary skills, would these people no longer need support from the social welfare system, if they could find jobs?

Do the educational institutions decline because of willful policies of cutting public funding, or because of poor service and response do they not receive enough funding?

Does industry do its own training because the educational system is rigid and unresponsive to their needs, or does the educational system not form linkages with industry because they (industry) are already doing their own training?

Does the formal educational system have the capacity to respond to the numbers of adult students expected for a comprehensive recurrent education strategy, or, if the capacity requires flexibility, do they have the will to be flexible?

To provide proactively the necessary infrastructure support to learning, these, and other questions, will need to be co-operatively answered.

9.4 DESIGN PRINCIPLES

The Skill Development Leave Task Force has identified a number of design principles which it believes may be critical to the development of any comprehensive national policy. Each of the skill development policy options has been assessed in accordance with these design principles. These include:

- *Access:* to facilitate the access of all qualified and interested Canadians to education and training opportunities in Canada, by reducing barriers to participation, including those due to geography, financial hardship, socio-economic status or membership in groups not fully served in the existing educational systems;
- *Equity:* to overcome past and rapidly compounding inequities, special initiatives are required for women, and other disadvantaged groups;

- *Mobility and Portability:* to eliminate barriers that prevent Canadian students, workers, teachers and graduates from studying, training or working any place in Canada, arrangements to facilitate the portability of credentials, credits and occupational or professional qualifications are required;
- *Entitlement:* to provide all Canadians with the opportunity to retrain, upgrade and update their skills, in order to effectively participate in work and life, a standard entitlement may be necessary;
- *Finance:* to maintain and strengthen the individual and collective Canadian educational response, adequate financial support for all involved parties is required. Depending on the specific education and training objectives, support may come from a number of separate or combined sources; governments, employers, trade unions, consortia, associations, and individuals;
- *Co-ordination:* to eliminate fragmented policies, programs and procedures a co-ordinated approach to Skill Development is necessary. Interprovincial standards; a comparative data base; an accountable financing record; transferability of credits and credentials among institutions and provinces; a national education and training research focus; and the ability to focus on national priorities for research and development, employability, mobility, access, equity, and economic growth and social security must be considered; and
- *Involvement:* to obtain the participation of all involved parties.

The options developed by the Skill Development Leave Task Force attempt to meet the design considerations and principles outlined. The options were, in the main, not developed to stand alone, nor are they all-inclusive. Various combinations provide the potential for a number of future policy directions. The Skill Development Leave Task Force challenges the collective Canadian creativity to fashion a new and workable recurrent education strategy.

CHAPTER TEN

POLICY OPTIONS FOR THE NATION

OPTIONS AND MECHANISMS

10.1 CHANGES TO EXISTING POLICIES AND PROGRAMS	10.2 CHANGES TO LEGISLATION AND COLLECTIVE AGREEMENTS	10.3 TAX CHANGES	10.4 NEW INSTITUTIONS AND FUNDING SOURCES	10.5 PILOT PROJECTS AND JOINT ACTION	10.6 SUPPORT MECHANISMS FOR PARTICIPATION
1. Inventory of existing and planned programs within CEIC p. 25	1. Educare p. 43	1. Skill Development Credit Plan p. 64	1. National Council p. 72	1. Federal-Provincial Joint Action p. 86	1. Affirmative Action p. 90
2. National Training Act p. 26	2. The Right to Learn p. 45	2. Levy-grant Fund p. 66	2. National Recurrent Education Bureau p. 73	2. Demonstration Projects p. 87	2. Overcoming barriers to equitable participation in education and training p. 91
3. Canadian Occupational Projection System p. 27	3. International Labour Organization Convention 140 p. 46	3. Registered Educational Leave Saving Plan p. 68	3. Human Resource Development Corporation p. 74	3. No Option p. 88	3. Development of Adult Educators p. 95
4. Thrust Fund Expansion p. 28	4. Recommendation 148 of the International Labour Organization p. 51	4. Tax Incentives for Corporations p. 69	4. Learning Councils p. 75		4. Education Delegates p. 97
5. Upgrading the Highly Qualified p. 32	5. Earned Time-Off p. 56		5. Continuing Education Units p. 78		
6. Canada Student Assistance Program p. 34	6. Earned Entitlement p. 57		6. Training Fund p. 80		
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10. Work and Learning Resource Centres p. 40					

10.1

CHANGES TO EXISTING POLICIES AND PROGRAMS

10.1.1
INVENTORY OF EXISTING AND PLANNED PROGRAMS WITHIN CEIC

Designed for:	Access, Equity and Co-ordination
Aimed at:	All Canadian Wage-earners
Implementation:	Short-term

The development of a policy on paid educational leave may be seen as a means of linking aspects of general policies together, but the effectiveness of such links depends upon the creation of appropriate bodies representative of the interest groups to co-ordinate the relevant parts of the various policies. Some machinery does exist for this purpose, but it is limited in scope and often has only an advisory function. Moreover, the term paid educational leave has not yet found its way into the vocabulary of policy-makers.

Failure to recognize the inter-dependence of paid educational leave with other policies has frequently led to the view that declaring it a right would solve the problem for individual workers.

Adapted from: Ian K. O'Malley, "Paid Educational Leave in Australia, Canada, Ireland and the United Kingdom": International Labour Review, Geneva: International Labour Organization, Vol. 121, No. 2, March-April 1982, pp. 181 and 182.

Inventory of Existing and Planned Programs within Canada Employment and Immigration Commission (CEIC)

DESCRIPTION AND MECHANISM:

- Any Federal government program, policy, or agreement in support of training, education, leave and/or potential backfill for individuals on Skill Development Leave through Job Creation programs should be examined and expanded with a view to including and facilitating the involvement of the largest possible numbers and groupings of adult working Canadians.
- An annual report to Cabinet would necessitate an ongoing inventory of Human Resource Development programs by Ministry. This report should be the responsibility of a single designated Human Resource Development body.

PURPOSE:

- to revise the wording of existing programs where possible to include support for the training and education of working Canadians, for example:

  Job Creation Programs should be expanded to include wording such as:
  "or substituting (in conformity with collective agreements, where applicable) for workers being retrained"

- to review agreements with consideration to worker's skill development, for example:

  Industrial Manpower Planning Agreements and Federal/Provincial Training Agreements should be reviewed to include worker's skill development requirements

- to identify and to suggest action on restrictive skill development practices of present programs which appear to be anachronistic and others that present policy questions for consideration
- to take inventory of the purpose, scope, participation, financing, evaluation and take-up of existing Federal policies and programs in support of the retraining, upgrading and updating of working Canadians
- to identify apparent duplication, under-utilization and availability of Skill Development policies and programs by Ministry

FUNDING:

- existing funds
- additional funding from Federal and Provincial governments and employers

DELIVERY:

- current framework

10.1.2
NATIONAL TRAINING ACT

Designed for:	Access, Financing
Aimed at:	All Canadian Wage-earners and the Unemployed
Implementation:	Short-term

"As it is now administered the National Training Act (NTA) does little to reduce the impediments faced by most adult working people desirous of improving their qualifications. However, with only minor modifications progress towards that end could be made."

> R.J. Adams, "Skills Development for Working Canadians – Towards a National Strategy", McMaster University, Hamilton, Ontario, March 1983, p. 55, Background Paper 2 prepared for the Skill Development Leave Task Force.

Some samples of Skills Growth Fund projects:

The YWCA in Halifax, N.S. proposes to acquire computer equipment to start a course in Business Programing designed to meet the needs and circumstances of low income women. This clientele usually cannot participate in normal training programs without the type of support services the YWCA can offer, such as specialized counselling and daycare. The proposal seeks $365,000 for a 15 training station program. Interest for graduates has come from the business community. The Nova Scotia Department of Labour and Education endorses it.

Mohawk College, Brantford, Ontario

At a cost of $673,000 equipment will be purchased to modernize the welder-fitter course. This new equipment includes the latest technological innovations in welding and robotics and is essential to the training of the highly skilled workers necessary for firms such as Massey Ferguson.

Camosun College, Victoria, B.C.

A $3.9 million project is planned, including a new machine shop and laboratories to establish a mechanical design and production, occupational training cluster (Machinist, Tool and Die Maker, Mechanical Design Technologist, and Production Technologist). The advent of micro-technology has revolutionized this area and a full fledged Computer Assisted Design/Computer Assisted Manufacturing CAD/CAM facility, in a training setting is necessary to prepare workers for the newly emerging skills required by industry.

> Information supplied by Training Branch, Employment and Immigration Canada, Ottawa, Ontario, July 1983.

Encouraging Skill Development Leave under the National Training Act (NTA) (refer to Skills Growth Fund Expansion, Option 10.1.4)

DESCRIPTION AND MECHANISM:

- Expand the Skills Growth Fund to:
  - a. utilize more fully innovative curriculum and program development for adults;
  - b. make all educational institutions and agencies, including universities, eligible for available funding for programs for retraining, upgrading and updating of adults; and
  - c. facilitate the expansion of the specific aspects of basic adult education likely to prepare adults for more effective participation in work and learning.
- Expand and utilize the Industrial and Institutional Training Programs to:
  - a. encourage the involvement of more trainees threatened by technological change, through their employers, trade unions and other groups;
  - b. to facilitate the training and education of people, with critical skills at all educational levels, including university;
  - c. to share NTA funds more equitably across a broad spectrum of skills development, including, but not limited to national occupations; and
  - d. to ensure adequate attention to the needs of both skilled and unskilled workers and of the industrial and economic objectives of provinces and regions.

PURPOSE:

- to improve access of working people to training, upgrading and updating
- to encourage the development of innovative curricula and programs
- to improve coverage of educational institutions and agencies

FUNDING:

- re-deployment of NTA funding
- additional funds for the National Training Program

DELIVERY:

- Employment and Immigration Canada

10.1.3
CANADIAN OCCUPATIONAL PROJECTION SYSTEM

Designed for:	Co-ordination
Aimed at:	All Canadian Wage-earners and the Unemployed
Implementation:	Short-term

"... That a comprehensive Occupational Outlook and Career Information reporting system be established, to provide (in both national and local terms): (A) manpower need projections over the next five years on an occupation-by-occupation and industry-by-industry basis, and (B) a complete report of the number of people engaged in all types of education and training leading (with a practical degree of specific expectation) toward various careers ...

The clearest current consensus about the relationship between education and work is that no effective procedures have been established for matching training preparation with future occupational, or more general career prospects. The interests involved are those of students, teachers and school administrators, and employers.

... Lack of information does not constitute the most basic barrier to a smarter transition from school to work. Nevertheless, this is the place to start."

Adapted from: Willard Wirtz, "The Boundless Resource - A Prospectus for an Education/Work Policy": National Manpower Institute, Washington, D.C., 1975, p. 171.

Canadian Occupational Projection System (COPS)

DESCRIPTION AND MECHANISM:

- Utilize COPS to provide an increasingly effective matching of training delivery with future occupational and career potentials.
- The clearest current consensus about the relationship between work and education is that past forecasting has not effectively matched training preparation with future occupational and career potentials. While the Canadian Occupational Projection System is billed as a new and innovative participatory tool, in this area, the major sectors are skeptical about its chances for success. Manpower need and critical skill projections on an occupation-by-occupation and industry-by-industry basis are only half of the required emphasis. The analysis requires more complete reporting on the numbers of people engaged in training and education, leading to the identified careers; and training experience surveys which will permit evaluation of the effectiveness of various kinds of education and training. It must also be based on a greater reference to the industrial and economic context. Both the Business Council on National Issues and the Canadian Labour Congress have proposed setting up a continuing Labour Market Institute in that framework. The computerized CHOICES system should be closely linked to the Canadian Occupational Projection System. CHOICES is a computerized career information system that helps individuals find potentially suitable occupations. Individuals need only input at a computer terminal personal characteristics such as their interests, aptitudes and other occupationally relevant variables. The COPS analysis of occupational futures is not functional until clearly user available.

PURPOSE:

- to facilitate Labour Market Adjustment
- to provide information on and for training and education decisions in designated occupations
- to link COPS and CHOICES

FUNDING:

- existing funds
- additional and/or re-deployment from federal, provincial and perhaps private sector sources

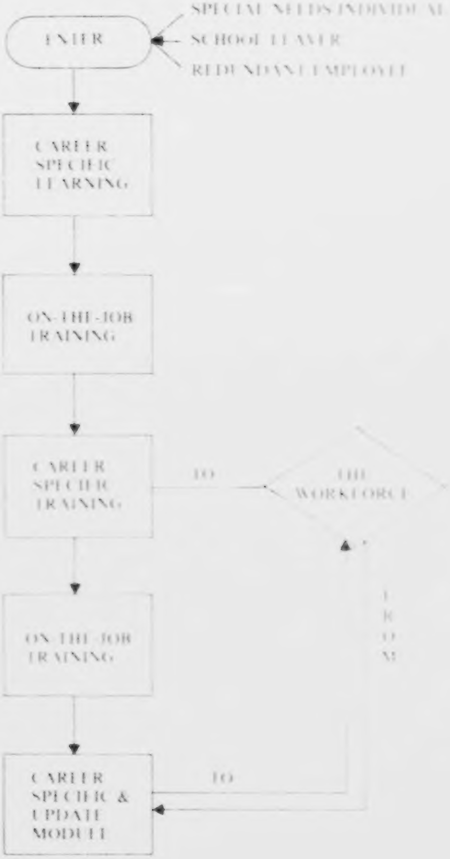
DELIVERY:

- within the current institutional framework, including active involvement of business and labour

10.1.4
THRUST FUND EXPANSION

Designed for:	Access, Financing
Aimed at:	All Canadian Wage-earners, Highly Qualified, Adult Educators
Implementation:	Short-term

CAREER ACCELERATED LEARNING COOPERATIVE FLOWCHART


SPECIAL NEEDS INDIVIDUAL
SCHOOL LEAVER
REDUNDANT EMPLOYEE
ENTER
CAREER SPECIFIC LEARNING
ON-THE-JOB TRAINING
CAREER SPECIFIC TRAINING
TO
THE WORKFORCE
FROM
ON-THE-JOB TRAINING
CAREER SPECIFIC & UPDATE MODULE
TO

Thrust Fund Expansion

DESCRIPTION AND MECHANISM:

1. Expansion of the Skills Growth Fund to include all Post-Secondary Delivery Systems

Utilize the presently unused, existing provisions for curriculum development in the Skills Growth Fund.

2. The Career Accelerated Learning Co-operative

Thrust funding should be available to establish modular career accelerated learning co-operatives, at all working levels. This experimental learning model would be set up in block learning and experience modules. The unemployed school leaver, worker with redundant skills, or special needs individual would begin his or her, one , two or three year applied program in a two, three or four month career-specific learning module, then would spend the same time in on-the-job training. This procedure would alternate until the completion of the program. The final career specific learning module, would be designed as an update module and would include not only the full program student but also the working professional in need of updating. (See Flow Chart – Career Accelerated Learning Co-operative.)

"Some learners can manage their own learning while others need assistance . . . The extent to which a manager is needed depends, to a great extent, on the previous educational experience of the learner and his new educational objectives.

All of the above must be integrated in a way to support the learning process . . . (such as) a learning model for life-long competency-based education."

Adapted from: Donald Glendenning and Wayne Mason, "Competency-Based Education and Life Long Learning": Holland College, Charlottetown, P.E.I., March 1983, p. 12, Background Paper 10 prepared for the Skill Development Leave Task Force.

"Educators or trainers within institutions frequently have credentials obtained after learning how to train through courses taken at teacher training institutions. Trainers in industry and the general world of work generally have been trained on-the-job, that is, they have learned how to train through the experience of training, most frequently with the assistance of a more senior trainer. Furthermore, most trainers have had exposure to training of trainers programs.

Many professional trainers want to achieve some form of credential, some form of certification. They want to be recognized as competent, they have a desire for greater status, they are searching for professionalism."

Adapted from: Lou Reeves, "Adult Trainer – An Emerging and Necessary Profession": Training Branch, CEIC, Spring 1983, pp. 1 and 2, Background Paper 30 prepared for the Skill Development Leave Task Force.

3. Canadian Fellowships for Excellence

Provide for the establishment of individual fellowships and programs of excellence and expertise. Information on existing scholarships, bursaries and fellowships would be available through a central source. Additional fellowships, based on either academic and/or professional excellence in high demand areas should be developed to meet the needs of adult working Canadians. These fellowships and programs would encourage and reward excellence.

4. Educational Programs for the Development of Adult Educators

Just as industry must shift its resources as circumstances change, so must governments. Past demand for qualified teachers has ebbed and flowed, with the crest of the most recent wave being the demand for teachers for the baby boom generation. The impact of this post World War II cohort has been greater in Canada than in other developed countries. In the 1960s and 1970s massive building funds and teaching support were thrust into the Canadian educational system in response to this large group of young people. In the wake of this group, major declines in enrolment have been felt in the elementary, secondary and post-secondary institutions.

In the past, many teachers of young people were required, the future will require a re-deployment of resources and a new focus on the development of professional adult educators and trainers. These facilitators will recognize the needs and experience that adults bring to the learning environment. It is expected that adult education will be an emerging and growing professional field in the changing Canadian society.

"There is a growing recognition that professional scientists and engineers must keep abreast of developments in their fields in the face of rapidly changing technologies. MIT has proposed the concept of Lifelong Co-operative Education, as a way of keeping engineers in tune with the changing environment. The authors of this study concluded that the demand for electrical engineers, for example, cannot be met by replacing obsolescent engineers with new graduates. The alternative is better utilization of the available work force through continuing education at the work place with the active support of employers.

Engineering schools and the neighbouring industries would collaborate in making off-campus graduate courses at the Master's level available to working engineers through tutored video instruction in small classes.

This concept appears timely and suitable in the Canadian context. Again, the government could assist in the development of such a program in Ottawa, Kitchener-Waterloo, Montreal, and Toronto – as a major employer with requirements for (Highly Qualified Manpower) HQM personnel. The local high technology industries would have the opportunity to join with the government in developing these programs. Successful programs could be extended to many centres by the use of the tutorial and video technique."

B. Patterson, "Measures to Increase Postgraduate Research and Training through Industry Involvement": University Branch, Ministry of State for Science and Technology, January 1983, pp. 20 and 21, Background Paper 31 prepared for the Skill Development Leave Task Force.

5. Lifelong Co-operative Education (Advanced Technology Model)

The Electrical Engineering Department at Massachusetts Institute of Technology (MIT), developed this proposal to address two critical phenomena: the galloping pace of technological innovation and the emergence of high-technology knowledge intensive industry.

The present educational system is not structured to meet the technological education demands now or in the future. The linear progression of first learning basics and then working must change. Both knowledge and its applications to real problems will need to be updated on a continuing basis. The MIT model advocates lifelong co-operative education. Although it has been designed for engineering professionals, the principles apply to other occupations. The major features of the plan are as follows:

- replacement of the present discontinuity between full-time study and full-time work by a gradual transition extending through most of life;
- joint sharing by industry, the workers and the schools of the responsibility for continuing education;
- lifelong commitment to formal education on the part of engineers, and active participation by them not only as students but also as teachers, this idea is equally desirable for other occupations;
- inter-mixing of work, teaching, and study with the active support of employers, and organizations of workers and professionals, in the belief that these activities are mutually supportive and that their inter-mixing is essential to the maintenance of a competent and creative staff;
- encouragement and support of formal study at the workplace by a community of scholar-practitioners, including both mentors and peers, who value knowing as well as doing;
- close collaboration among the schools, the employers, the students and their associations, and trade unions, amounting to joint membership in an extended academic community;
- an organized collaborative effort by the same groups to distill significant new knowledge from the current literature in real time, and to digest it and present it for assimilation into the occupational culture;
- availablility at each workplace, of instruction for updating, broadening, and deepening knowledge and intellectual skills;
- provisions for the routine transfer of academic and other credits as well as skills certification and recognition of working experience;
- the offering by schools, of new degrees and/or certificates of specialization or recognition to serve as educational milestones and as recognition of special professional competence and accomplishment; and
- teaching classes at the workplace by using the most modern technology and methods.

"The number of engineering students enrolled in programs at the master's and doctoral level increased by 14.2% in 1982-1983. This increase is quite significant because it represents the largest percentage increment in enrolment in the last six years. It also represents the largest numeric influx (an additional 781 new students) ever recorded by EMN since we first started to publish this data back in 1970-1971. Total enrolment across Canada now stands at 6,267 as compared to 5,486 for last year.

One of the principal questions that cannot be answered by sifting through all these figures is why did enrolment swell to the degree it did? Certainly the halls of academe have developed an appeal that is doubtless related to the current recession. Job prospects throughout private industry have dwindled and capital investment remains low; consequently, through the eyes of a recent graduate, making the extra investment in a higher education probably seems to be a more astute move than trying one's luck, and patience, in a depressed job market. At the same time, however, this surge of interest in master's and doctorate programs may also be due to the perceived and much publicized need for appropriately trained engineers to work in the burgeoning field of industrial research and development. In either case, the cardinal factor determining the future and the fortunes of many of these students will be the level of economic activity throughout the private sector."

Engineering Manpower News, Volume 41, July/August 1983

PURPOSE:

- to expand the potential for creative program and curriculum sponsorship to all adult education institutions
- to support the establishment of flexible, modular, co-operative, occupational program models
  a. to enable the individual employee to help support the costs of retraining, upgrading or updating;
  b. to train and educate employees for effective participation in work and life;
  c. to encourage better utilization of existing university, industry and volunteer organizations' facilities and staff;
  d. to encourage employee and employer knowledge of each other prior to a long-term working contract; and
  e. to support portability of credentials.
- to reward and encourage excellence in adult learning
- to ensure that new adult education initiatives have capable adult educators and trainers, and
- to develop and maintain a sufficient number of highly skilled and qualified Canadians in designated occupations

FUNDING:

- new funding
- re-deployment of existing resources within the Skills Growth Fund
- the enlarged Skills Growth Fund could be administered through the existing CEIC mechanisms

DELIVERY:

- current framework

10.1.5
UPGRADING THE HIGHLY QUALIFIED

Designed for:	Access, Financing
Aimed at:	Highly Qualified
Implementation:	Short- and medium-term

Special High-Tech Initiative

"Governments could consider paying a large portion of the salaries of employees of advanced technology firms starting up new operations in Canada. These funds would be used to help the new venture get off the ground and provide it with an incentive to train people that it couldn't otherwise hire on the job market."

Frank Feather, "Future Training and Retraining: Needs and Potentials": Global Management Bureau Inc., Toronto, Ontario, March 1983, p. 36, Background Paper 6 prepared for the Skill Development Leave Task Force.

"Cabinet approved, subject to availability of funding, a proposal for an Industrial Postgraduate Scholarship program, administered by NSERC (National Science and Engineering Research Council), which would provide for shared funding by industry and government of graduate scholarships for upgrading the qualifications of industrial research personnel and continuing students in fields of study identified by industry."

B. Patterson, "Measures to Increase Postgraduate Research and Training through Industry Involvement": Ministry of State for Science and Technology, Ottawa, Ontario, January 1983, p. 4, Background Paper 3 prepared for the Skill Development Leave Task Force.

Upgrading the Highly Qualified

DESCRIPTION AND MECHANISM:

- Industry and educational institutions, with the help of governments, should share the responsibility for continuing education of the highly qualified worker, through the inter-mixing of work, teaching and study.
- Establish open tech designated regional learning centres of technological excellence and/or expertise.
- Governments should encourage the joint sharing by industry and educational institutions of the responsibility for continuing education.
- Governments should assist co-operative efforts to institute tutored in-plant instruction.
- Business should accept responsibility for retraining their highly qualified staff.
- Educational institutions should accept responsibility for designing courses suitable for workplace study.
- Expand Research and Development (R & D) funding definitions to include the development of critical highly qualified and highly skilled personnel. Brain power is the basic component in an effective Research and Development Strategy. Canada plans to spend 1.5 percent of the Gross National Product (GNP) on R&D by 1985. The most recent Progressive Conservative Government had hoped that the percentage would reach 2.5 percent of the GNP. The recent economic downturn has helped Canada approach the 1.5 percent level, however with economic recovery this target for spending may not be reached.
- Governments could provide assistance to post-secondary institutions to develop educational programs to meet specific needs and assist in deferring the costs of operation either on a direct basis or on a shared with industry basis.

"Paid education leave is an important mechanism for meeting critical manpower shortages in industry, with the full support of industry.

MOSST (Ministry of State for Science and Technology) is developing approaches to strengthening the Centres of Advanced Technology to assure industrial participation in postgraduate training and core research in support of the technology."

ibid., pp. 4-5.

"Educational leave is a major mechanism for upgrading research manpower already employed in industry. The government could provide assistance to universities to develop educational programs to meet specific industrial needs, and it can assist in deferring the costs of industrial participants by sharing in the costs of operating the program. These contributions by the government should be made on a direct basis, and based on joint funding by industry to ensure that the programs have industry support.

In view of the exceptional interest of industry in participating in co-operative research projects with universities, as evidenced in the UK and USA, it is recommended that NSERC experiment with this concept in their strategic grants program. In effect, the door would be opened to permit joint industry/university research proposals to be considered on a project by project basis, and be reviewed by the appropriate committee. If the project has scientific merit, and otherwise meets the existing criteria, then the university share of the costs should be funded under the strategic grants programs.

As a major employer of scientific and engineering personnel, the government could assist in the expansion of graduate co-operative education programs in specific fields, and help universities develop new programs in fields in high demand. The assistance should take the form of assuring a specified number of term work positions for a period of five to ten years, based on the combined requirements of the line departments.

Tutored video instruction at the Master's level in small classes held at the workplace and in various urban centres represents an innovative approach to upgrading and maintaining the competence of employed engineers and scientists. The government could assist in the development of such programs in key disciplines by working with specific universities and neighbouring high technology industries to prepare courses of study that meet the needs of the industry and the government. Successful programs could be extended to many centres by the use of the tutorial and video technique and local academic and industrial professionals."

ibid, pp. 22-24.

PURPOSE:

- to replace the present discontinuity between full-time study and full-time work, by encouragement of formal study at the workplace so that skill upgrading can be assured with minimum cost
- to encourage industrial and institutional partnerships, such as shared state-of-the-art equipment, facility, and staff in joint University/Industry Research Parks
- to encourage employees to participate in order to overcome the effects of technological change
- to encourage technological excellence
- to provide inter-provincial standards and transferability and upward program movement between and among the centres
- to encourage matched industrial and institutional funding
- to encourage effective communications between industry and labour concerning planned technological change
- to provide incubator facilities for state-of-the-art research which through industry co-operation will be applied research
- to maximize use of educational and industrial facilities through extended hours
- to encourage satellite service through distance education and on-the-job delivery mechanisms
- to support lifelong co-operative programs

FUNDING:

- new
- re-deployment of existing program financing
- expansion of Research and Development funds for the education and training of Highly Qualified Manpower

DELIVERY:

- current framework

10.1.6
CANADA STUDENT ASSISTANCE PROGRAM

Designed for:	Equity, Financing
Aimed at:	All Canadians
Implementation:	Short-term

"A better scheme would be to provide substantial financial assistance to part-time students under the Canada Student Loans Program. Part of this assistance can be provided in the form of a grant, and employers may also be called upon to contribute by providing a proportion of the employee's salary while he is on leave."

B. Ahamad, "Skill Development Leave for Post-Secondary Education": Ahamad Consultants Inc., Ottawa, Ontario, March 1983, p. 3, Background Paper 16 prepared for the Skill Development Leave Task Force.

". . . for part-time study, financial assistance to cover foregone earnings should be provided under a grant/loan scheme, with some part of the foregone earnings being borne by the employers. Higher grants should be provided for older workers with skills associated with out-dated technology because of the greater risk that they will become technologically unemployed.

ibid., p. 4.

Canada Student Assistance Program

DESCRIPTION AND MECHANISM:

- Expand the application of the Canada Student Assistance Program from a youth maintenance base level of funding, to both the full-time and part-time financial needs of adult working and learning Canadians.

PURPOSE:

- to provide a source of funding for individual adult students
- to meet the needs of adult workers for education and training
- to address national objectives for access and equity and to tie in with the Nationally Designated Occupations
- to re-deploy resources to reflect economic, demographic and technological reality, and to facilitate labour market adjustments
- to broaden the allowable cost coverage to include the maintenance of families for both married students and single parent students
- to permit pay-back on the basis of annual earned income after retraining, upgrading or updating; an income contingent repayment plan as proposed by the Federal-Provincial Task Force on Student Assistance

FUNDING:

- some new funding will need to be provided by the federal and provincial governments
- re-deploy resources within enlarged student assistance programs to reflect the anticipated growth in the numbers of adult full and part-time learners
- private industry, donations, should be encouraged to expand the funding available through the student assistance programs

DELIVERY:

- the appropriate provincial and federal government ministries and departments

"Another type of financing scheme that can be used for skill development leave is to provide low-cost loans or grants to individuals who want to take such leave. At present, post-secondary students may apply for financial assistance to the provincial or territorial government, and based on assessed financial need, they may receive assistance in the form of a grant or bursary, or as an authorization for a guaranteed loan with a financial institution, or some combination of repayable and non-repayable aid. The form of financial assistance varies from one province to the other, but all of the programs are generally geared to young adults. The recent *Federal-Provincial Task Force on Student Assistance* (1981), concluded that unmet need, that is the difference between assessed financial need and aid, is greatest for married students including single parents. This is because such students face higher costs for food, housing and clothing associated with their dependents, and there is a ceiling on the financial aid that they can receive under the various programs. Since these costs increase with age, it follows that the existing aid packages are of little use in encouraging participation in skill development leave programs."

ibid., p. 63.

"Moreover, a simple increase in aid ceilings will not likely be sufficient to generate a significant increase in participation in leave programs. If most of the financial need of older workers is provided through loans, then the debt burden to participants may become too high, especially since the repayment period will necessarily be shorter than that for younger workers. Thus, for such a scheme to be effective in increasing participation, a significant part of the aid should take the form of a grant or of a forgivable loan."

ibid., pp. 63-64.

"*The Federal-Provincial Task Force on Student Assistance* (1981) also looked at the advantages and disadvantages of a variety of such schemes in the context of assistance to all post-secondary students. The report notes that an all-grant aid plan has the advantage that it eliminates the debt load to participants, so that it is particularly attractive for adults. However, the cost is clearly high and this would be particularly so if adult workers were to receive a substantial proportion of the income foregone during the training period. The report also discusses an income contingent repayment plan in which loans are advanced to participants and repayment is linked to income after completion of the period of training or retraining. The main advantage of this approach is that the bulk of the costs are borne by those who benefit most from the additional training. However, some argue that the scheme will do little to promote equality of opportunity since individuals from low-income groups are more likely to be reluctant to incur additional debt."

ibid., pp. 64-65.

10.1.7
UNEMPLOYMENT INSURANCE

Designed for:	Access, Financing
Aimed at:	Unemployed
Implementation:	Short-term

"... that the unemployment insurance laws and regulations be revised to permit and encourage the use of periods of unemployment for training and education, and that the public employment program and concept be revised to include a significant training and education element ...

The second part of the recommendation amounts only to an urging that attention now be given in this country to the European precedent, and the eminently sound reasons, for a counter-cyclical training and educational renewal policy. This would mean increasing this program when the economy slackens and unemployment is high, with the consequences of workers being available for, and wanting, this activity, as an alternative to doing nothing, facilities for such retraining also being idle, and so forth. It would also mean cutting this program back, even below normal, in periods of increased economic activity and consequent larger labour needs ..."

Adapted from: Willard Wirtz, "The Boundless Resource — A Prospectus for an Education/Work Policy": National Manpower Institute, Washington, D.C., 1975, pp. 178 and 179.

NOTE: In May of 1983, the Minister of Employment and Immigration Canada was authorized to expand worksharing agreements to include a provision for re-training. Operational guidelines and definitions are currently being established.

Unemployment Insurance

DESCRIPTION AND MECHANISM:

- The unemployment insurance regulations should be revised or interpreted to encourage the use of periods of down time and/or unemployment for training and education. Unemployment Insurance entitlement should be continued during such periods. Training costs should be financed by separate funds including a combination of sources, such as:
  a. vouchers from industrial and institutional training and job creation funds;
  b. labour-management negotiated arrangements;
  c. educational institution arrangements, such as deferred tuition plans;
  d. individual savings; and
  e. other government funding.
- A common complaint expressed by working Canadians is the incongruency between the Unemployment Insurance requirement that an individual be available for work and the individual's requirement to prepare himself through education and training to compete for a job. The validity of this requirement in the face of changing hours or work and study is questioned. Unless the individual is on a Canada Employment and Immigration Commission approved program, he or she loses entitlement to that maintenance benefit. The eligibility for continuing Unemployment Insurance benefits to assist in maintenance during education and training should be expanded to a new set of criteria.
- Consideration should be given to the optional deferral of unemployment insurance entitlement. If an individual chooses to attend class on a full-time basis, or to become a self-employed small business entrepreneur, and subsequently does not succeed in getting a job or creating a job, he or she would be entitled to Unemployment Insurance benefits as before, without having to go through a second waiting period before entitlement.
- Where work-sharing agreements exist, and taking into account the recent evaluation of such arrangements that indicate that 49 percent of the workers either do not have jobs to return to or return and are laid off within three months, down time could be utilized without compulsion for education and training. Workers covered by those agreements, or similar arrangements, whether initiated by individual employees, their trade unions, and/or employers, should be eligible for work-sharing benefits when used for retraining, upgrading or updating.

"As the post-industrial society becomes a reality, people must be prepared to share work and develop new jobs in the human services, delegates to the Couchiching Conference were told yesterday.

Dr. Stuart Smith said people must plan now to deal with possible negative effects of the new technology — job loss and human displacement — even though they may not occur.

'We can't predict for sure what the impact on the job situation is going to be,' said Dr. Smith, the chairman of the Science Council of Canada.

But he said we must think about sharing work and developing the human-services sector of the economy now, in case high tech does create unemployment.

Unions, he said, must be ready to bargain for more leisure, instead of for higher wages, to create room for more workers.

'The only way to share the wealth is by sharing the work.'

As an example of job creation in human services, Dr. Smith said 300 women laid off recently at a clothing factory in Hamilton could easily be retrained to provide services for nursing home and hospital patients that aren't provided now.

However, Dr. Smith said, the transition to a high-tech society may be easier than many people fear.

He talked of a golden age of human intelligence which is beginning and he said computers already have vastly increased human understanding of the universe.

As industrial jobs have been eliminated in the past, service jobs have replaced them, he said.

Author Robert Russel told delegates, man is entering an intellectual phase of development where raw thought, not raw materials, is the basis of wealth.

Dr. Smith said Canada must put more emphasis on its intellectual resources and less on its natural resources in an attempt to become a provider of services, rather than natural resources.

'We shouldn't get hung up on the idea that services aren't wealth producers,' he said.

This think-tank weekend on the shore of Lake Couchiching is devoted to discussing the human consequences of high technology and the nature of a post-industrial society.

Futurist John Kettle told delegates the post-industrial economy is already here. 'We are now inextricably an information economy,' he said.

In 1982, he said, 36 percent of Canada's national output came from the information sector of its economy, while only 28 percent came from industry."

Robert Cox, "Prepare to share jobs, Smith says": Globe and Mail, Toronto, Ontario, Saturday, July 30, 1983.

PURPOSE:

- to enable workers threatened by redundancy to acquire the necessary skills to transfer to other suitable employment
- to ensure occupational mobility
- to utilize an existing administrative and funding mechanism
- to encourage a recurrent education pattern
- to yield concrete benefits which can then be set off against the cost incurred
- to encourage the productive use of down time in worksharing agreements

FUNDING:

- re-deployment of Unemployment Insurance funds
- separate funds for training as above

DELIVERY:

- Employment and Immigration Canada

10.1.8
THE DUAL SYSTEM

Designed for: Entitlement
Aimed at: Special Groups, Youth
Implementation: Short- and medium-term

The Dual System

DESCRIPTION AND MECHANISM:

- A considered break of one or two years in the formal lock-step educational sequence, taken between the ages of sixteen and twenty-four, should be established as a normal optional phase of youth experience, and that a comprehensive program of Community Internships and Work be instituted at the local level. This National Youth Co-operative also linked with a comprehensive system for the retraining, upgrading and updating of working Canadians will provide the necessary backfill employment pool for workers in education and training programs.
- The old dual system tradition of Germany, Austria and Switzerland which provides for phased labour force entry coupled with phased retirement, holds potential for job sharing, master-apprentice types of co-operative learning arrangements.
- The potential cost elements in internship and apprenticeship programs are high, but so are the potential benefits and eventual savings.
- A National Youth Co-operative, administered through Canada Employment Centres, in co-operation with Educational Placement Centres would provide a temporary substitute person for an employee taking time off for education or training where workers are not on lay-off status. Similar to many of the Job Creation programs, a wage subsidy for this youthful individual would be provided to the employer.
- This plan could be linked with a Graduate Co-operative Program (refer to Skills Growth Fund Expansion – 10.1.4).

PURPOSE:

- to establish procedures that will encourage complete career counselling and advice to the individual youth before the break option is exercised
- to eliminate institutional barriers to such breaks and encourage a more flexible response to the credentialling and mobility needs of the student, especially with respect to re-entry
- to provide for work experience and on-the-job training for the labour force entrant
- to recognize national service for internship and apprenticeship training

FUNDING:

- new funding, federal and provincial
- Skills Growth Funding

DELIVERY:

- current framework

10.1.9
PART-TIME STUDENTS

Designed for: Access, Equity, Financing
Aimed at: All Canadians
Implementation: Short-term

Part-Time Students

DESCRIPTION AND MECHANISM:

- Encourage educational institutions to respond to the needs of the part-time student.
- Provide funding for part-time study comparable to that provided to full-time students.
- Ensure availability of childcare centres and assist financially those in need.
- Co-ordinate information on part-time studies and ensure its availability.
- Ensure training of instructors and teachers for adult education.
- Ensure that work study and/or co-operative schools are available and lend themselves to the needs of the part-time student.
- Support research and pilot projects in adult education methodology.

PURPOSE:

- to ensure that adult Canadians have access to part-time study on an equal basis to the full-time student
- to stop the discriminatory usage of higher fees for part-time students than those charged to full-time students
- to encourage the access of part-time students to all programs by eliminating the barriers that currently favour those who can afford to study full-time

FUNDING:

- re-deployment of federal and provincial education funds

DELIVERY:

- educational system

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10.1.10

WORK AND LEARNING RESOURCE CENTRES

Designed for:	Access, Co-ordination, Involvement
Aimed at:	All Canadians
Implementation:	Short-term

Work and Learning Resource Centres

DESCRIPTION AND MECHANISM:

- Revitalize and make more comprehensive the Canada Employment Centres. The new Work and Learning Resource Centres should be re-organized, re-focussed and expanded, to include complete Skill Development Learning and Counselling Resource Centres.
- A complete re-organization and re-vitalization of the Canada Employment Centres and the inception of management by results, e.g., job placement, course development, training placement and accountability for management and staff will be necessary.
- Extended hours and comfortable surroundings would be desirable in these community service centres. Public awareness campaigns would be necessary.
- Information, counselling and linkages to existing community and education services are required.

PURPOSE:

- to maximize an existing network of centres
- to utilize existing communication and administrative support
- to revitalize and improve employment quality of service support
- to positively shift focus to employment and future employment potential
- to provide personal, employment, career, and skill development counselling and testing
- to facilitate client involvement with existing learning, and community service
- to link with existing community and voluntary sector services, networks, and resources, including local labour councils and unemployment help centres
- to provide information and counselling related to skill assessment and personal education planning

The Canada Employment and Immigration Commission operates a network of 550 Canada Employment Centres (CECs), throughout the country to provide services such as job placement assistance, training, unemployment insurance and job creation. Past utilization of these centres would indicate that Canada Employment Centres is probably a misnomer — Canada Unemployment Centres would be a more appropriate functional name. "CECs place only about 19 percent of those registered clients, 62 percent of clients receive no referrals, the average gross annual income of the CEC user is 86 percent of that of the non-user, and lower use is made of CECs by teenagers and women."

Adapted from: Sunder Magun, "Matching People with Jobs: How Effective are the CECs?": Work Life, Volume 2, No. 3, 1982.

- to support in direct education activity: tutoring, curriculum materials, an environment for self-study
- to act as a broker between the student's needs/interests/skills and the resources of educational institutions
- to act as a liaison with local business and industry regarding job opportunities and skill requirements
- to provide assistance to students who are making their first entry into a new work field with new skill expectations through mechanisms such as counselling and off-work hours educational opportunity, in fact acting as a catalyst for co-operative education (integrating work and study)

FUNDING:

- re-deployment of Employment and Immigration funds
- new funding

DELIVERY:

- Employment and Immigration Canada

10.2
CHANGES TO LEGISLATION AND COLLECTIVE AGREEMENTS

10.2.1
EDUCARE

Designed for:	Equity, Entitlement
Aimed at:	All Canadians
Implementation:	Short- and medium-term

"The fundamental idea underlying the argument in favour of recurrent education is to be found in the introduction of a policy linking the concept of the 'deferred right to education' to the widespread application of the right to educational leave. It is a policy such as this that would offer individuals a genuine opportunity of undergoing training whenever they see fit."

James W. Botkin, et al., "No Limits to Learning, Bridging the Human Gap": A Report to the Club of Rome, Toronto, Ontario, Pergamon Press, 1979.

Educare

DESCRIPTION AND MECHANISM:

- An education entitlement is conceived of as accruing after a specified period following the individual's full entry into the labour force.
- All adults would be entitled to the equivalent of one or two years deferred educational opportunity. This education bank, would include an educational leave plan, as well as a modified Canada/Quebec pension plan, student assistance and/or low-tuition payments.
- In addition to the above, any adult who has not received twelve years of formal education would be entitled to free public education to the extent of the number of years missed. Equivalency standards should be available.

PURPOSE:

- to facilitate recurrent education
- to encourage self-determination
- to eliminate age structures on public education and to the extent that the adult satisfies equivalency requirements for elementary and/or secondary education to utilize this entitlement in public post-secondary or special training courses

FUNDING:

- new
- re-deployment of existing resources
- private sector

DELIVERY:

- federal government agencies in co-operation with provincial governments

Education Bank. The Carnegie Commission on Higher Education recommended that,

"... all persons, after high school graduation, have two years of post-secondary education placed 'in the bank' for them to be withdrawn at any time in their lives which best suits them.

This arrangement could be covered by an educational leave plan, as well as a modified social security system, grants, and low-tuition colleges."

Adapted from: Carnegie Commission, "Less Time, More Options", pp. 20-21.

"Psychologist Seymour Sarason has suggested that governments might institute an 'educare' program similar to medicare. Every employee would be entitled to return to school for a specified length of time at public expense for further education, training, or retraining. The employee would accumulate educare credits which he/she could cash in regardless of whether or not a career change was a matter of choice or a result of changing employment patterns. Clearly, again the type of courses selected would have to be controlled to prevent frivolous use of public funds.

West Germany has a similar program whereby every adult has an entitlement of two years full-time training during which period he/she receives a graduated income subsidy of up to 90% of the last salary earned, as much as 100% for low-income earners."

Frank Feather, "Future Training and Retraining: Needs and Potentials": Global Management Bureau Inc., Toronto, Ontario, March 1983, p. 41, Background Paper 6 prepared for the Skill Development Leave Task Force.

10.2.2
THE RIGHT TO LEARN

Designed for:	Equity, Entitlement
Aimed at:	All Canadians
Implementation:	Short- and medium-term

The Universal Declaration of Human Rights of the United Nations

Article 26(1)

Everyone has the right to education. Education shall be free at least in the elementary and fundamental stages. Elementary education shall be compulsory. Technical and professional education shall be made generally available and higher education shall be equally accessible to all on the basis of merit.

The Right to Learn

DESCRIPTION AND MECHANISM:

- Enact legislation to recognize the right to continuing or recurrent education, and to leave for that purpose, for all working Canadians.
- The law itself could be limited to the right. The modalities of application would depend on implementation through further legislation, negotiation of appropriate collective agreement clauses, or a combination of the two.

PURPOSE:

- to further enshrine the right to an education as established in the United Nations Universal Declaration of Human Rights. It is an accepted aspiration of virtually all Canadians
- to strengthen our ability to face the future, that right must be recognized and respected, not only during the obligatory school years but later on in life as a right to continuing or recurrent education and to leave from work for that purpose
- to establish the right to educational leave, without such leave, experience has shown that only a small minority of working Canadians, most of that minority being made up of people who already have more than the average education and other social privileges, make use of any educational or training programs once they have left their ordinary schooling

FUNDING:

- none required for legislated right
- funding provided through other options

DELIVERY:

- legislative action

10.2.3
INTERNATIONAL LABOUR ORGANIZATION CONVENTION 140

Designed for:	Access, Entitlement
Aimed at:	All Canadians Wage-earners
Implementation:	Short- and medium-term

INTERNATIONAL LABOUR ORGANIZATION

Convention 140

CONVENTION CONCERNING PAID EDUCATIONAL LEAVE

The General Conference of the International Labour Organization.

Having been convened at Geneva by the Governing Body of the International Labour Office, and having met in its Fifty-ninth Session on 5 June 1974, and

Noting that Article 26 of the Universal Declaration of Human Rights affirms that everyone has the right to education, and

Noting further the provisions contained in existing international labour recommendations on vocational training and the protection of workers' representatives concerning the temporary release of workers, or the granting to them of time off, for participation in education or training programmes, and

Considering that the need for continuing education and training related to scientific and technological development and the changing pattern of economic and social relations calls for adequate arrangements for leave for education and training to meet new aspirations, needs and objectives of a social, economic, technological and cultural character, and

Considering that paid educational leave should be regarded as one means of meeting the real needs of individual workers in a modern society, and

ILO Convention 140

DESCRIPTION AND MECHANISM:

- Ratification of Convention 140 means that Canada will "... formulate and apply a policy designed to promote, by methods appropriate to national conditions and practice and by stages as necessary, the granting of paid education leave ..." In that eventual formulation and application, the methods appropriate to Canadian conditions must certainly include due recognition of the legitimate role of provincial, as well as, federal governments in both consultation and decision making on enabling legislation in their respective jurisdictions.
- Ratification of ILO Convention 140 should be accompanied by steps to:
  a. convene federal-provincial meetings aimed at working out, and encouraging the adoption of mutually compatible initiatives in the form of legislative and regulatory measures that might be proposed in the respective jurisdictions;
  b. apply the principles of the Convention in the legislative, regulatory and collective bargaining areas under federal jurisdiction and encourage the provinces to do likewise;
  c. carry on continuous consultations with the economic and social sectors (labour, management, education and governments) involved in the preparation of these options; and
  d. make this ratification the occasion for a public commitment to the development of active and democratic education and training policies suitable to the needs and aspirations of working Canadians.

PURPOSE:

- to affirm Canada's commitment to democratic access to education and training for working men and women
- to encourage management and labour toward greater progress in working out free collective agreement clauses covering mutually acceptable paid education leave arrangements. The desirability of such agreements is more often recognized in principle than in practice. Indeed, large numbers of employees are covered by such agreements in only a few sectors, mainly those in which major and well established labour-management negotiating patterns exist. Thus, ratification would be a useful stimulus for a more suitable extension of access to education leave, to the large sectors of working life in Canada in which collective bargaining has a weaker base, or none at all as yet

Considering that paid educational leave should be conceived in terms of a policy of continuing education and training to be implemented progressively and in an effective manner, and

Having decided upon the adoption of certain proposals with regard to paid educational leave, which is the fourth item on the agenda of the session, and

Having determined that these proposals shall take the form of an international Convention,

adopts this twenty-fourth day of June of the year one thousand nine hundred and seventy-four the following Convention, which may be cited as the Paid Educational Leave Convention, 1974:

Article 1

In this Convention, the term "paid educational leave" means leave granted to a worker for educational purposes for a period during working hours, with adequate financial entitlements.

Article 2

Each Member shall formulate and apply a policy designed to promote, by methods appropriate to national conditions and practice and by stages as necessary, the granting of paid educational leave for the purposes of:

(a) training at any level;

(b) general, social and civic education;

(c) trade union education.

Article 3

That policy shall be designed to contribute, on differing terms as necessary:

(a) to the acquisition, improvement and adaptation of occupational and functional skills, and the promotion of employment and job security in conditions of scientific and technological development and economic and structural change;

(b) to the competent and active participation of workers and their representatives in the life of the undertaking and of the community;

(c) to the human, social and cultural advancement of workers; and

(d) generally, to the promotion of appropriate continuing education and training, helping workers to adjust to contemporary requirements.

Article 4

The policy shall take account of the stage of development and the particular needs of the country and of different sectors of activity, and shall be co-ordinated with general policies concerning employment, education and training as well as policies concerning hours of work, with due regard as appropriate to seasonal variations of hours of work or of volume of work.

- to take an important visible step forward in developing a national education and training policy called for by broad sectors of Canadian life

- to encourage access to education leave by all levels of working Canadians, and particularly the disadvantaged, by recognizing a need for adequate financial entitlement in order to make the entitlement for leave meaningful.

The adoption of ILO Convention 140 on Paid Education Leave was a recognition by the General Conference of the UN's International Labour Organization of the growing aspiration of working people around the world to share in the educational progress being made in the major industrialized countries of Western Europe.

In a very carefully worded document that was the fruit of long and detailed study and a desire to move forward while striking the balance needed to win majority approval, the General Conference based itself upon the consideration that:

"... the need for continuing education and training related to scientific and technological development and the changing pattern of economic and social relations calls for adequate arrangements for leave for education and training to meet new aspirations, needs and objectives of a social, economic, technological and cultural character."

FUNDING:

- not applicable

DELIVERY:

- legislation, federal and provincial
- agreements with the provincial governments

Article 5

The means by which provision is made for the granting of paid educational leave may include national laws and regulations, collective agreements, arbitration awards, and such other means as may be consistent with national practice.

Article 6

The public authorities, employers' and workers' organizations, and institutions or bodies providing education and training shall be associated, in a manner appropriate to national conditions and practice, with the formulation and application of the policy for the promotion of paid educational leave.

Article 7

The financing of arrangements for paid educational leave shall be on a regular and adequate basis and in accordance with national practice.

Article 8

Paid educational leave shall not be denied to workers on the grounds of race, colour, sex, religion, political opinion, national extraction or social origin.

Article 9

As necessary, special provisions concerning paid educational leave shall be established:

(a) where particular categories of workers, such as workers in small undertakings, rural or other workers residing in isolated areas, shift workers or workers with family responsibilities, find it difficult to fit into general arrangements;

(b) where particular categories of undertakings, such as small or seasonal undertakings, find it difficult to fit into general arrangements, it being understood that workers in these undertakings would not be excluded from the benefit of paid educational leave.

Article 10

Conditions of eligibility for paid educational leave may vary according to whether such leave is intended for:

(a) training at any level;

(b) general, social or civic education; or

(c) trade union education.

Article 11

A period of paid educational leave shall be assimilated to a period of effective service for the purpose of establishing claims to social benefits and other rights deriving from the employment relation, as provided for by national laws or regulations, collective agreements, arbitration awards or such other means as may be consistent with national practice.

Article 12

The formal ratifications of this Convention shall be communicated to the Director-General of the International Labour Office for registration.

Article 13

1. This Convention shall be binding only upon those Members of the International Labour Organization whose ratifications have been registered with the Director-General.

2. It shall come into force twelve months after the date on which the ratifications of two Members have been registered with the Director-General.

3. Thereafter, this Convention shall come into force for any Member twelve months after the date on which its ratification has been registered.

Article 14

1. A Member which has ratified into this Convention may denounce it after the expiration of ten years from the date on which the Convention first comes into force, by an act communicated to the Director-General of the International Labour Office for registration. Such denunciation shall not take effect until one year after the date on which it is registered.

2. Each Member which has ratified this Convention and which does not, within the year following the expiration of the period of ten years mentioned in the preceding paragraph, exercise the right of denunciation provided for in this Article, will be bound for another period of ten years and, thereafter, may denounce this Convention at the expiration of each period of ten years under the terms provided for in this Article.

Article 15

1. The Director-General of the International Labour Office shall notify all Members of the International Labour Organization of the registration of all ratifications and denunciations communicated to him by the Members of the Organization.

2. When notifying the Members of the Organization of the registration of the second ratification communicated to him, the Director-General shall draw the attention of the Members of the Organization to the date upon which the Convention will come into force.

Article 16

The Director-General of the International Labour Office shall communicate to the Secretary-General of the United Nations for registration in accordance with Article 102 of the Charter of the United Nations full particulars of all ratifications and acts of denunciation registered by him in accordance with the provisions of the preceding Articles.

Article 17

At such times as it may consider necessary the Governing Body of the International Labour Office shall present to the General Conference a report on the working of this Convention and shall examine the desirability of placing on the agenda of the Conference the question of its revision in whole or in part.

Article 18

1. Should the Conference adopt a new Convention revising this Convention in whole or in part, then, unless the new Convention otherwise provides:

(a) the ratification by a Member of the new revising Convention shall ipso jure involve the immediate denunciation of this Convention, notwithstanding the provisions of Article 14 above, if and when the new revising Convention shall have come into force;

(b) as from the date when the new revision Convention comes into force this Convention shall cease to be open to ratification by the Members.

2. This Convention shall in any case remain in force in its actual form and content for those Members which have ratified it but have not ratified the revising Convention.

Article 19

The English and French versions of the text of this Convention are equally authoritative.

10.2.4

RECOMMENDATION 148 OF THE INTERNATIONAL LABOUR ORGANIZATION

Designed for:	Access, Co-ordination
Aimed at:	All Canadian Wage-earners
Implementation:	Short- and medium-term

INTERNATIONAL LABOUR ORGANIZATION

Recommendation 148

RECOMMENDATION CONCERNING PAID EDUCATIONAL LEAVE

The General Conference of the International Labour Organization,

Having been convened at Geneva by the Governing Body of the International Labour Office, and having met in its Fifty-ninth Session on 5 June 1974, and

Noting that Article 26 of the Universal Declaration of Human Rights affirms that everyone has the right to education, and

Noting further the provisions contained in existing international labour Recommendations on vocational training and the protection of workers' representatives concerning the temporary release of workers, or the granting to them of time off, for participation in education or training programmes, and

Considering that the need for continuing education and training related to scientific and technological development and the changing pattern of economic and social relations calls for adequate arrangements for leave for education and training to meet new aspirations, needs and objectives of a social, economic, technological and cultural character, and

Recommendation 148 of the International Labour Organization

DESCRIPTION AND MECHANISM:

- A joint examination by business, labour, the federal and provincial governments of Recommendation 148 of the ILO, recommendation concerning paid educational leave, with a view to investigating the implementation of measures for promotion of paid educational leave consistent with existing national and provincial conditions and labour relations practices should be considered.

PURPOSE:

- to recognize that there is a need for continuing training and education of workers and that temporary release of workers or the granting of time for participation in training and education programs is one way of meeting this need
- to investigate the implementation of these measures as a useful way to clarify and answer the practical aspects related to the proposals for ratification of ILO Convention 140

FUNDING:

- not applicable

DELIVERY:

- joint undertaking by business, labour, the federal and provincial governments

Considering that paid educational leave should be regarded as one means of meeting the real needs of individual workers in a modern society, and

Considering that paid educational leave should be conceived in terms of a policy of continuing education and training to be implemented progressively and in an effective manner, and

Having decided upon the adoption of certain proposals with regard to paid educational leave, which is the fourth item on the agenda of the session, and

Having determined that these proposals shall take the form of a Recommendation,

adopts this twenty-fourth day of June of the year one thousand nine hundred and seventy-four the following Recommendation, which may be cited as the Paid Educational Leave Recommendation, 1974:

I. DEFINITION

1. In this Recommendation, the term "paid educational leave" means leave granted to a worker for educational purposes for a specified period during working hours, with adequate financial entitlements.

II. FORMULATION OF POLICY AND METHODS OF IMPLEMENTATION

2. Each Member should formulate and apply a policy designed to promote, by methods appropriate to national conditions and practice and by stages as necessary, the granting of paid educational leave for the purpose of:

(a) training at any level;

(b) general, social and civic education;

(c) trade union education.

3. That policy should be designed to contribute, on differing terms as necessary

(a) to the acquisition, improvement and adaptation of occupational and functional skills, and the promotion of employment and job security in conditions of scientific and technological development and economic and structural change;

(b) to the competent and active participation of workers and their representatives in the life of the undertaking and of the community;

(c) to the human, social and cultural advancement of workers, and

(d) generally, to the promotion of appropriate continuing education and training, helping workers to adjust to contemporary requirements.

4. (1) The policy should take account of the stage of development and the particular needs of the country and of different sectors of activity, of other social objectives, and of national priorities.

(2) It should be co-ordinated with general policies concerning employment, education and training as well as policies concerning hours of work, with due regard as appropriate to seasonal variations of hours of work or of volume of work.

5. The means by which provision is made for the granting of paid educational leave may include national laws and regulations, collective agreements, arbitration awards, and such other means as may be consistent with national practice.

6. It should be recognized that paid educational leave is not a substitute for adequate education and training early in life and that it is only one of a variety of means for continuing education and training.

III. MEASURES FOR PROMOTION OF PAID EDUCATIONAL LEAVE

7. The public authorities, employers' and workers' organizations, and institutions or bodies providing education and training should be associated, in a manner appropriate to national conditions and practice, with the formulation and application of the policy for the promotion of paid educational leave.

8. Measures should be taken, on the basis of plans adapted to the aims of the policy:

(a) to ascertain the current and future education and training needs of workers which may be met by paid educational leave;

(b) to make full use of all available education and training facilities, and to establish new facilities to meet the education and training purposes of paid educational leave;

(c) to take account in teaching methods and education and training programmes of the objects and the terms of paid educational leave, which reflect new needs;

(d) to encourage workers to make the best use of education and training facilities available to them;

(e) to encourage employers to grant paid educational leave to workers.

9. There should be adequate systems of information and guidance regarding possibilities of paid educational leave.

10. Adequate arrangements should be made to ensure that the education and training provided are of appropriate quality.

IV. FINANCING

11. The financing of arrangements for paid educational leave should be on a regular and adequate basis and in accordance with national practice.

12. It should be recognized that:

(a) employers, collectively or individually,

(b) public authorities and educational or training institutions or bodies, and

(c) employers' and workers' organizations, may be expected to contribute to the financing of arrangements for paid educational leave according to their respective responsibilities.

V. CONDITIONS FOR GRANTING OF PAID EDUCATIONAL LEAVE

13. Paid educational leave should not be denied to workers on the grounds of race, colour, sex, religion, political opinion, national extraction or social origin.

14. Workers should remain free to decide in which education or training programmes they wish to participate.

15. As necessary, special provisions concerning paid educational leave should be established:

(a) where particular categories of workers, such as workers in small undertakings, rural or other workers residing in isolated areas, shift workers or workers with family responsibilities, find it difficult to fit into general arrangements;

(b) where particular categories of undertakings, such as small or seasonal undertakings, find it difficult to fit into general arrangements, it being understood that workers in these undertakings would not be excluded from the benefit of paid educational leave.

16. Conditions of eligibility for paid educational leave may vary according to whether such leave is intended for:

(a) training at any level;

(b) general, social or civic education; or

(c) trade union education.

17. (1) In determining conditions of eligibility, account should be taken of the types of education or training programmes available and of the needs of workers and their organizations and of undertakings, as well as of the public interest.

(2) As regards paid educational leave for trade union education, the workers' organizations concerned should have the responsibility for selection of candidates.

(3) The manner in which workers who satisfy the conditions of eligibility are granted paid educational leave should be agreed upon between undertakings or the employers' organizations and the workers' organizations concerned so as to ensure the efficient continuing operation of the undertakings in question.

18. (1) Where trade union education programmes are carried out by the trade union organizations themselves, they should have the responsibility for planning, approval and implementation of the programmes.

(2) Where such programmes are carried out by other educational institutions or bodies, they should be established in agreement between those bodies and the trade union organizations concerned.

19. As required by national or local circumstances or by the circumstances of an undertaking, priority in the granting of paid educational leave should be given to particular categories of workers, or particular occupations or functions, which have especially urgent education or training needs.

20. The financial entitlements of workers during paid educational leave should:

(a) maintain their level of earnings by continued payment of their wages and other benefits, or by adequate compensation therefor, as provided for by national laws or regulations, collective agreements, arbitration awards or such other means as may be consistent with national practice;

(b) take account of any major additional costs of education or training.

21. A period of paid educational leave should be assimilated to a period of effective service for the purpose of establishing claims to social benefits and other rights deriving from the employment relation, as provided for by national laws or regulations, collective agreements, arbitration awards, or such other means as may be consistent with national practice.

10.2.5
EARNED TIME-OFF

Designed for:	Access, Entitlement, Financing
Aimed at:	All Canadian Wage-earners
Implementation:	Short- and medium-term

Earned Time-Off

DESCRIPTION AND MECHANISM:

- Individual Canadians would earn one day of training for every twenty days worked. If the individual is in a designated occupation he will earn one training day for every ten worked. This time could be used either for day release or accumulated for block release. At a rate of one training day for every twenty worked, the individual will have banked enough time for a three month update module every five years. This earned time-off would only be used for training and education and unused portions would be forfeited.
- The employer will be required to provide skill development leave with adequate financial entitlements on an earned time-off basis. The employer should be entitled to a tax deduction at an incentive rate for this business expense. The employees and unions are responsible for either negotiating an arrangement for direct training costs with the employer or governments, or paying out of their own resources.

PURPOSE:

- to provide workers with the opportunity through training and education to participate fully in a dynamic labour market
- to utilize the hours that will not be worked in the future
- to facilitate adjustment to restructuring manufacturing environments and changing occupations
- to encourage flexibility and to mobilize a major response to the modular and short-term learning requirements of adult workers

FUNDING:

- new for the employers regarding time-off with pay
- training costs might be covered from a multiplicity of sources
- new tax expenditures, if costs of time-off with pay may be written off the taxable income of employers

DELIVERY:

- current institutional framework

10.2.6
EARNED ENTITLEMENT

Designed for:	Access, Entitlement, Financing
Aimed at:	All Wage-earners within Federal jurisdiction
Implementation:	Short- and medium-term

Earned Entitlement

DESCRIPTION AND MECHANISM:

- By setting the pace as the largest employer in Canada, this model may be transferable to other sectors. Federal legislation should be enacted to ensure access of all levels of wage and salary earners in federal employment and in those industries under the jurisdiction of the Canada Labour Code, to leave for education and/or training purposes. Such leave should be equal in any three years to one half the length of statutory annual vacation to which each employee is entitled in that period. By so doing, the federal government would put into practice in its own area its expressions of belief in the continuing education of working Canadians as a basic element of the response to the employment and human problems of technological change. During the period(s) issued for this education leave, employees' insurance and other benefits, including the accrual of seniority, would continue as during regularly worked periods in accordance with the number of hours normally fixed by law and/or the collective agreement in force. To make access meaningful, it is important that adequate financing be available. Nothing in this clause should be construed as to annul the operation of existing or future collective bargaining agreements covering the employer's contribution to the costs of a paid education leave program, whether run by the trade union or jointly. Where such collective agreements do not exist, or do not fully cover lost time wages, employees' wages would continue on the same basis as outlined for other benefits. In establishments with fifty or more employees, management may limit to two percent of the workforce (or the nearest round figure) the number of employees making use of such leave at any one time. In establishments with less than fifty employees, individual leave periods may, when arrangement asserts that they conflict with production or administrative needs, be postponed once up to a maximum of three months. Any such postponements would be subject to the contractual or legislated grievance procedures, to ensure against discriminatory practices.
- Federal legislation should further be enacted to provide leave entitlement to encourage the use of periods of unemployment for improving the education and training of wage and salary earners who have been employed under federal jurisdiction. This should be applicable to employees in both the Federal Public Service and the industries and sectors under the constitutional jurisdiction of the Canada Labour Code. To implement that entitlement, one week per year of service paid at the latest pay level prior to separation should be set aside to be used only upon such separation. Said use must begin within six months of the date of separation unless the employee is called back to work or finds other employment during that period. Should part or all of the entitlement not

be used, by reason of such call-back or new employment, the employee would conserve the un-used entitlement and may make use of it at a later date. In case of a call-back or different employment in the federal service, the un-used portion would be added to, and treated the same as, future entitlements. In case of other new employment, the un-used portion would be banked at the same rate of pay, but as adjusted by the change between the average rate of federal service pay at the time of the original separation and the average at the time of the separation immediately prior to use of the entitlement.

PURPOSE:

- to ensure access to education and training of all levels of wage and salary earners in federal employment and in those industries under the jurisdiction of the Canada Labour Code
- to encourage education and training during such employment
- to encourage the use of periods of unemployment for improving the education and for providing training of wage and salary earners who have been employed under federal jurisdiction

FUNDING:

- additional funding necessary
- employers under federal jurisdiction

DELIVERY:

- Labour Canada
- Employment and Immigration Canada

10.2.7
INCENTIVES FOR EMPLOYEES

Designed for:	Financing, Involvement
Aimed at:	All Canadian Wage-earners
Implementation:	Short- and medium-term

Incentives for Employees

DESCRIPTION AND MECHANISM:

- Provide a climate within which negotiated payments of a reasonable size could be paid to all employees completing an agreed upon number of Continuing Education Units (CEU)* in mutually approved courses or programs, as an incentive and reward for the employees' completion of the CEUs; and/or
- Encourage skill development involvements through the Performance Appraisal System. Education and Training objectives will be mutually set by the employee and his/her supervisor, consistent with the terms of any existing collective agreements. The performance of supervisors and managers will be judged by how well those employee/employer learning objectives are met. Effective scheduling and manpower planning will be required by supervisors and managers; and/or
- A one-time money bonus system, based on the above CEU sliding scale, would reward employees for completion of set milestones. A training incentive fund could be established within each enterprise or consortium of small enterprises.

PURPOSE:

- to motivate employees to participate and complete skill development in a meaningful way
- to reward those individuals who complete skill development programs

FUNDING:

- pay and salary

DELIVERY:

- collective agreement negotiations

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*For a definition of the Continuing Education Units see page 79a.

10.2.8
ONE-IN-FIVE OPTION

Designed for:	Access, Financing
Aimed at:	Highly skilled, highly qualified
Implementation:	Short- and medium-term

One in Five Option

"These are quite common in Alberta and Ontario. They are based on deferred income. The staff member may defer income to draw four years salary over five years. There are contractual conditions regarding fund management, conditions of withdrawal, and an institutional right to require service or defer leave because of circumstances.

The use of the leave year is obviously discretionary, since the staff member is using his/her own money. It is commonly applied, at least in part, to professional development projects."

Doug Lauchlan, "The Community College Perspective on Skill Development Leave": Spring 1983, p. 12, Background Paper 22 prepared for the Skill Development Leave Task Force.

One-in-Five Option

DESCRIPTION AND MECHANISM:

- An employee may agree to draw a four year salary over a five year period.
- Agreements covering such areas as fund management, conditions of withdrawal, benefits and seniority, would need to be arranged.
- The employee would work four years and take a one year leave to attend an approved program at an institution to retrain, update, or upgrade his or her skills.
- The same type of plan could be used as a model for other time arrangements, such as, one year in seven years or one month in twelve months.

PURPOSE:

- to provide a means for employees to access skill development programs
- to provide highly skilled and highly qualified persons in rapidly advancing technological fields with a significant skill development period of time
- to more equitably share available work

FUNDING:

- salary and pay arrangement

DELIVERY:

- employer/employee agreement or company policy

10.2.9
VOUCHERS

Designed for:	Access, Equity, Financing
Aimed at:	All Canadians, with extra attention to special needs groups
Implementation:	Short- and medium-term

Vouchers

DESCRIPTION AND MECHANISM:

- The Governments would issue vouchers for specified amounts to purchase required training.
- In Canada the Veterans Rehabilitation Act of 1945 was an example of a comprehensive voucher scheme. This scheme was in return for the social contribution of Canadians to the protection of their country.
- Student choice in determining the allocation of educational funds through direct funding has become synonymous with the term voucher schemes. Voucher schemes are expected to encourage competition and motivate educational institutions to become more responsive to student needs, enhance social equity, and promote specific fields of study.
- Industrial and Labour Adjustment Program (ILAP) presently has a portable wage subsidy voucher system for those over 45 years of age, made jobless in certain areas.
- Features of the scheme are to:
  a. place a "universal" voucher in the hands of all adult students who make application;
  b. place a higher valued voucher in the hands of adult students with greater needs;
  c. place a higher valued voucher in the hands of adult students in designated occupations or fields; and
  d. maintain current funding levels while re-arranging priorities to include these adult learning needs in the total transfer payments to the provinces on the understanding that enrolments are decreasing and the funding will return through the new adult clientele groups.

PURPOSE:

- to encourage a student's choice of fields of study, linked in with Canadian Occupational Projection System (COPS) and national objectives
- to promote equity
- to build accountability into Federal transfers to the provinces for educational purposes by funding the student directly
- to improve institutional efficiency by competition
- to provide training and retraining funds for special groups, such as women returning to the workforce

Direct funding to users, or student choice programs, are usually referred to as voucher schemes. The term voucher schemes has become synonymous with systems that emphasize student choice in determining the allocation of resources to and within education. The coinage of the term is generally attributed to Milton Friedman, who used it in his 1955 essay, "The Role of Government in Education". In 1980 Friedman re-examined and re-affirmed the concept in a much-publicized book he wrote in collaboration with Rose Friedman, "Free to Choose".

NOTE: The above analysis rejected a voucher scheme.

Adapted from: James Downey and Howard Fritz, "Special Features – Direct Funding to Users: A Schematic Analysis": The Canadian Journal of Higher Education, Vol. xii-3, 1983.

"Employers would bear the cost of the paid leave – as with a paid vacation – while the government would issue a voucher for a specific amount to purchase the required training."

David Stager, "The Capacity of the Education System to Respond to Skill Development Leave": University of Toronto, Ontario, February 1983, p. 7, Background Paper 11 prepared for the Skill Development Leave Task Force.

FUNDING:

- re-deployment of existing resources
- new funds

DELIVERY:

- federal
- provincial
- combined Federal-Provincial

10.3
TAX CHANGES

10.3.1

SKILL DEVELOPMENT CREDIT PLAN

Designed for:	Access, Financing
Aimed at:	All Canadian Wage-earners
Implementation:	Short- and medium-term

"The Adams' Report argued for the creation of a Vocational Development Fund by the Federal government. We support this notion . . ."

> Alan M. Thomas, "Skill Development Leave: Stages to Universal Access": Salasan Associates, Toronto, Ontario, March 1983, p. 29, Background Paper 9 prepared for the Skill Development Leave Task Force.

"The federal fund could be financed by savings from training costs resulting from the establishment of Employer Training Funds and from some of the funds now allocated for Unemployment Insurance."

> ibid., p. 29.

" . . . there be a vocational development fund for employees who did not have the registered educational plan."

> David Stager, "The Capacity of the Education System to Respond to Skill Development Leave": University of Toronto, Ontario, February, 1983, p. 8, Background Paper 11 prepared for the Skill Development Leave Task Force.

Skill Development Credit Plan

DESCRIPTION AND MECHANISM:

- Establish a Skill Development Credit Plan that would:
  a. give to employers a tax-credit, on a mounting scale above a base level, for monies spent from an internal training fund on any approved skill development program for retraining, updating and upgrading of employees;

  b. tax employers who do not meet and make up at least the base level training target monies. The tax monies to be placed in a special fund for:

  — loaning to employers in a verified loss position who have maintained an approved manpower and training plan for the retraining, updating and upgrading of their employees; or

  — assisting an employee working for an employer not willing to invest in skill development to obtain retraining, updating, or upgrading and who is not eligible for assistance under other assistance programs.

PURPOSE:

- to facilitate labour market adjustment
- to improve access of employees to retraining, updating and upgrading programs
- to encourage business and industry to provide for the skill development of its employees

FUNDING:

- new funding would be required as seed money for the special fund
- tax receipts of governments would be affected
- employers would provide at least base level funding

DELIVERY:

- existing tax collection systems under the Receiver General of Canada
- new institutions such as the National, Provincial and Local Training Councils

"The imposition of the Employers' Training Fund is the second major stage to universality. It locates training for job-specific skills, as well as for the more general development of employees where it can be most effectively planned and implemented, and where outcomes will have the most immediate and practical effect. It will also allow employers to plan their workforces more effectively than has been possible, and it will contribute substantially to the reduction of friction between employers and the education system. While employers may continue or expand their use of external educational resources, they will have more control over the practical aspects of job-specified training."

op. cit., Alan M. Thomas, p. 21.

"The way to reach the employed is through the employers by ensuring adequate, systematic, accessible training programs. This principle has been accepted everywhere in Europe and Japan, so must it be in Canada. The large, high-technology employers have already accepted such responsibilities for many years. It is the medium-sized and smaller employers who fear the competitive disadvantage of training costs, despite evidence that their fears are not entirely justified (see Harvey, 1980, p. 59). The way to remedy this situation is by the imposition on all employers with more than 20 employees of the obligation to create a training fund, based on 1% of the net payroll per year. The funds could be disbursed by the employer, preferably in consultation with employees or their representatives in several ways."

ibid., p. 20.

"All Canadian employers would be required to spend 0.5% of payroll on training leading to degrees, certificates or diplomas or they would forfeit that amount as a training tax."

R.J. Adams, "Skill Development for Working Canadians - Towards a National Strategy": McMaster University, Hamilton, Ontario, March 1983, p. 37, Background Paper 2 prepared for the Skill Development Leave Task Force.

10.3.2

LEVY-GRANT FUND

Designed for:	Access, Financing
Aimed at:	All Canadian Wage-earners
Implementation:	Short- and medium-term

Levy-Grant Fund

DESCRIPTION AND MECHANISM:

- Enact legislation instituting an effective Canadian Training Levy- Grant Fund.
- The education and training of Canadians are the responsibilities of society. Funding is a necessary part of education and training programs.
- Because so much of learning is and must be general, basic or multi-purpose to be of maximum use in any work situation, it is difficult to assess with any precision the degree to which a particular employer has contributed to that learning level of past, present or future employees. It would therefore be most practical, as well as equitable, for each employer to contribute a small percentage (e.g. one percent) of the company payroll to a Canadian Training Levy.
- For similar reasons, the government should use such funds to make grants to those firms who conduct or finance recognized training and education programs that meet the legitimate curriculum, scheduling and financial needs of employees, at or beyond the level of payroll percentage. A small part (e.g. 20 percent) of the levy payment would be set aside to help programs worthy of special assistance as outlined below. Firms spending at or beyond the agreed upon (one percent) percentage level on recognized programs would receive grants covering all but the referred to deduction (20 percent of the one percent levy), up to a maximum of the amount paid in by each firm.
- Since many firms are, regardless of their small size, location or any other reason, in a disadvantaged position, or in a situation otherwise meriting positive support, with respect to the supply or training of employees, they would be better able because of the grant, to carry out their training responsibilities.
- Employers would be required:

  a. to show that they had spent at least the agreed percentage (e.g. one percent) of payroll on recognized programs of training and education of employees, in order to receive any of the appropriate grant, or in the case of firms not conducting or paying for programs costing that same percentage of the payroll, they would not normally be reimbursed from the levy-grant;

  b. this levy would particularly serve to re-establish the balance for firms, particularly smaller ones, that see other firms luring away workers after they trained them; and

  c. in specific industrial sectors or areas, the percentage of grants might be varied in accordance with special agreed upon needs and plans.

PURPOSE:

- the levy funds should be used primarily:
  a. to help small enterprises in which the cost of training efforts, to be effective, must go beyond the agreed upon percentage of payroll;
  b. to encourage those firms spending less than the agreed upon percentage (plus an amount equal to the eventual deducted part of that percentage, referred to above) to increase their spending for training and education;
  c. to encourage innovative programs, particularly those in which employees are involved in expressing their own needs, in other firms that go beyond the agreed upon percentage; and
  d. to share in the cost of training programs below the agreed upon percentage in specific firms whose verified financial and operational situation would justify such assistance

FUNDING:

- new
- employers

DELIVERY:

- governments, employers and trade unions

10.3.3

REGISTERED EDUCATIONAL LEAVE SAVINGS PLAN

Designed for:	Access, Financing
Aimed at:	Highly Skilled, Highly Qualified, Self-employed
Implementation:	Short- and medium-term

"One of the best schemes for financing skill development leave for post-secondary education appears to be a Registered Educational Leave Plan."

B. Ahamed, "Skill Development Leave for Post-Secondary Education": Ahamad Consultants Inc., Ottawa, Ontario, March 1983, p. 3, Background Paper 16 prepared for the Skill Development Leave Task Force.

"The *Commission of Inquiry on Educational Leave and Productivity* (Adams, et al. 1979) recommended that a Registered Educational Leave Plan modelled on the existing Registered Home Ownership Savings Plan and Registered Retirement Savings Plan should be instituted. The Commission recommended that individuals be permitted to deposit $2,500.00 each year into such a leave plan, and that they pay no income tax on it in the year that it is deposited. In addition, no tax would be payable on the interest earned or on the capital when it is withdrawn to be used for financing educational upgrading or retraining."

ibid., p. 61.

In the proposal for a Registered Educational Leave Plan:

". . . the government might also make additional grants available to encourage employees to train for designated occupations. Schemes might be set up in such a way that they encourage employers to match employee contributions or to contribute on the basis of some other acceptable formula."

R.J. Adams, "Skill Development for Working Canadians – Towards a National Strategy": McMaster University, Hamilton, Ontario, March 1983, p. 54, Background Paper 2 prepared for the Skill Development Leave Task Force.

Registered Educational Leave Savings Plan

DESCRIPTION AND MECHANISM:

- Establish a Registered Educational Leave Savings Plan (RELSP) in which:
  - a. contributions, up to a maximum higher than those provided in RHOSP and RRSP, be tax exempt;
  - b. withdrawals from the RELSP when used for approved skill development programs be tax exempt; and
  - c. withdrawals from the RELSP when used for purposes, other than education, be taxable as income.

PURPOSE:

- to encourage individual responsibility and autonomy in work education, and training decision making
- to provide a training and education tax incentive for individual Canadians
- to ensure a participation incentive for all Canadians
- to make individual participation, employer neutral
- to provide a mechanism for the self-employed to participate in skill development

FUNDING:

- new funding for operational expenses
- tax expenditures. There would be a reduction in tax revenues from personal income sources for both the federal and provincial governments
- provision could be made and encouraged for employee/employer Individual Training Account contributory schemes on some mutually agreed upon basis, particularly in small businesses

DELIVERY:

- Current Savings Plan Framework

10.3.4
TAX INCENTIVES FOR CORPORATIONS

Designed for:	Financing
Aimed at:	All Canadian Wage-earners
Implementation:	Short- and medium-term

Tax Incentives for Corporations

DESCRIPTION AND MECHANISM:

- Provide tax incentives for business and industry.
- Identify and report the costs related to retraining, upgrading, and updating in an agreed upon format. Such costs as the following where they apply should be considered as appropriate for identification and reporting:
    a. Employee related costs:
        - training fees;
        - text-books and other media costs;
        - travel costs to training site;
        - living costs during training at a distant site;
        - family maintenance costs; and
        - re-location costs if employment venue changes as a result of training.

    b. Employer related costs:
        - employee replacement costs;
        - training facility costs;
        - training equipment costs;
        - training personnel costs;
        - indirect costs associated with grievances, loss of productivity etc.; and
        - overhead costs related to supervision of retraining, updating, upgrading.
- Tax incentives for the employer should be developed to encourage training and help underwrite the identified and reported costs. Examples of these tax incentives might be:
    a. similar to those incentives used currently in Canada to encourage research and development;

    b. available for capitalizing the costs of training and amortizing those expenses over a period of years;

    c. that the costs up to 0.5 percent of gross salary be reported as normal expense; and the costs from 0.5 percent to 2.0 percent of gross salary be deducted from tax payable at 1.25 times the cost;

    d. to write-off of training costs at 133½ percent over a given percentage of payroll (two percent) and up to a maximum thereof;

"They estimate average training dollar expenses to be 37 percent for classroom costs, 28 percent for administrative and organizational facility costs."

Robert L. Craig and Christine J. Evers, "Employers as Educators: The Shadow Education System": American Society for Training and Development, Washington, D.C., 1983.

"The conventional measurements of training in industry are imprecise because training expenditures are frequently unrecorded as such. There exists at present no generally accepted means of recording expenditures on human resources, or of relating them to corporate income, or to productivity."

Joanne Harack Hayne, Norman Pearson and Patrick Sweet, "Valuing Human Capital: Towards a Canadian Human Resource Industry": Ryerson Polytechnical Institute, Toronto, Ontario, March 1983, p. 5, Background Paper 28 prepared for the Skill Development Leave Task Force.

"Obviously the advantage to a firm is that it can amortize certain training related costs over a period of years, while at the same time retraining and developing existing skilled employees."

ibid., p. 8.

e. to write-off of paid leave for the employee at 150 percent; or

f. to make available incentive tax-credits; and

g. to re-direct a portion of corporate taxes to fund training in nationally designed occupations as determined through COPS;

- Provide special tax incentives to businesses with less than 25 employees to encourage those businesses to form consortia for the purpose of providing or purchasing skill development for their employees.

PURPOSE:

- to encourage business and industry to invest in their employees by providing retraining, updating, and upgrading
- to establish the skill development of Canadian workers as an asset rather than as an expense
- to encourage comprehensive manpower planning and human resource accounting at both the macro and the micro levels

FUNDING:

- additional tax expenditures
- changes to the corporate tax regulations

DELIVERY:

- the Canadian corporate tax system

10.4

NEW INSTITUTIONS AND FUNDING SOURCES

10.4.1

NATIONAL COUNCIL FOR WORK AND LEARNING

Designed for:	Co-ordination
Aimed at:	All Canadians
Implementation:	Short- and medium-term

National Council for Work and Learning

DESCRIPTION AND MECHANISM:

- Establish a central research body.

PURPOSE:

- to provide a focus for national recurrent education and training plans comparable to that provided for the canadian economy by the Economic Council of Canada
- to increase the ability of diverse agencies, institutions and organizations to solve work-education problems by:
  a. generating knowledge through research;
  b. collecting, analyzing, and interpreting information on learning in Canada;
  c. monitoring exemplary educational programs or products;
  d. evaluating participation in work and learning by all groups of adults; availability of skill development programs and leave; the criteria upon which leave and financial assistance are granted; and regional patterns of participation; and
  e. providing information and recommendations for national training and education planning and policy
- to mount public awareness campaigns in relation to critical work and learning issues
- to publish and widely disseminate Annual Reports of Council which would become a basic planning document for governments, Skill Development Leave Agencies, Employers, Educational Agencies, Unions, and groups of individuals

FUNDING:

- new funds
- re-deployment from existing programs

DELIVERY:

- a new institution at the national level

10.4.2
NATIONAL RECURRENT EDUCATION BUREAU

Designed for:	Financing, Co-ordination, Involvement
Aimed at:	Institutions
Implementation:	Short- and medium-term

PROPOSAL FOR A NEW "MOON-SHOT" COMMITMENT

"The current federal initiatives in human resources development are embodied in a diversity of programs including: CETA, Adult Basic Education, Vocational Education Act, various student financial aid programs, and defence training programs. What is clearly required is an examination of these programs with a new "moon-shot" commitment to foster job development and training relevant to economic development.

We recommend:

> The establishment of a federal Board for Employment Development and Training to serve as the co-ordination and rule/regulation developing body to implement the policies established by Congress. Such a Board might be composed of the Secretary of Commerce, Secretary of Education, Secretary of Labor, Secretary of Defense, and Secretary of Agriculture. Perhaps the Secretary of Commerce could be named the Chairman of this Board and provide the staff work required.

In summary, the nation's 1,231 two-year colleges stand prepared to make a major contribution to training and retraining large segments of the nation's work force to meet the triple goals of high employment, increased productivity, and economic health. However, national leadership and a national policy framework is required if the new "moon-shot" is to move from the launching pad."

Adapted from: American Association of Community and Junior Colleges in Co-operation with the Association of Community Colleges Trustees, "Putting America Back to Work": Washington, D.C., March 12, 1982.

National Recurrent Education Bureau

DESCRIPTION AND MECHANISM:

- National Academic Associations should be encouraged to develop independent recurrent education bureaus as part of the education systems in Canada.

PURPOSE:

- to encourage the development of a national recurrent education approach including: modes, programs, co-operative education, access, mobility, employment development, distance education, accreditation, etc., to meet the triple goals of high employment, increased productivity and economic health

FUNDING:

- national grants from Employment and Immigration Canada in support of National Education Associations, such as the Association of Canadian Community Colleges (ACCC), Association of Universities and Colleges of Canada (AUCC) and the Canadian Vocational Association (CVA), to establish Recurrent Education Bureaus. e.g.: The International Bureau of ACCC receives funding from the Canadian International Development Agency (CIDA) in support of staff and development

DELIVERY:

- national education or academic associations

10.4.3
HUMAN RESOURCE DEVELOPMENT CORPORATION

Designed for:	Financing, Co-ordination, Involvement
Aimed at:	Institutions
Implementation:	Short- and medium-term

Human Resource Development Corporation

DESCRIPTION AND MECHANISM:

- Establish a central human resource development corporation to co-ordinate the distribution of funds to provincial human resource development corporations.
- The Provincial Human Resource Development Corporations will evaluate and select training and educational leave proposals for matched funding put forward by both individuals and groups.

PURPOSE:

- to activate local participation
- to support a decentralized, accountable distribution of funds within a framework of national and provincial priorities
- to encourage high level major sector and government involvement in the provincial Human Resource Development Corporations

FUNDING:

- re-deployment of existing resources

DELIVERY:

- new institutions

10.4.4
LEARNING COUNCILS

Designed for:	Access, Mobility and Portability, Co-ordination, Involvement
Aimed at:	All Canadians
Implementation:	Short- and medium-term

NATIONAL, PROVINCIAL AND LOCAL LEARNING COUNCIL

"... a regional structure fits the mind-set of the Canadian people once they go beyond their identification with Canada or with major areas such as the Prairies or the Maritimes. Canadians live, work, and operate within these discernible functional entities, ..."

> Joanne Harack Hayne, Norman Pearson, and Patrick Sweet, "Valuing Human Capital: Toward a Canadian Human Resource Industry": Ryerson Polytechnical Institute, Toronto, Ontario, March 1983, pp. 16-17, Background Paper 28 prepared for the Skill Development Leave Task Force.

"... we continuously under-estimate the urgency of the matter of information. We are frequently naive in the extreme about how quickly or uniformly information spreads through our societies. It would appear from the evidence assembled that we are also naive about the values, hopes, aspirations, and experiences with education in particular through which the information will be filtered."

> Alan M. Thomas, "Skill Development Leave in Selected Industrial Societies: 1970-1983": Salasan Associates, Toronto, Ontario, March 1983, p. 33, Background Paper 1 prepared for the Skill Development Leave Task Force.

Learning Councils

DESCRIPTION AND MECHANISM:

- Establish Learning Councils at the national, provincial and local levels representative of labour, management, the general public, education and the appropriate levels of government.

PURPOSE:

- to provide one or more of the following services through one or more responsible agencies
- to create, manage, and maintain a data bank on skill development leave matters such as:
  - a. a Continuing Education Unit file(s) or other similar scheme for maintaining an individual record on non-credit courses and training. These records are to be available only on request or with the authorization of the student;
  - b. the collection, analysis, interpretation and dissemination of information about learning in Canada;
  - c. a course and program file;
  - d. the provision and encouragement of an interprovincial standards and units file; and
  - e. an inventory of skills and numbers of qualified participants file (tied into the Canadian Occupational Projection System)
- to provide counselling and information services to employees, employers, and all interested individuals concerning such items as:
  - a. available upgrading, updating and retraining programs;
  - b. funding sources in support of individuals and organizations;
  - c. available incentives;
  - d. career opportunities and designated occupations; and
  - e. career planning
- to recognize educational institutions for the purpose of granting Continuing Education Units or other similar schemes aimed at the portability of course credits and program credentials throughout Canada

"The task of each of these agencies (learning councils) would be to provide information regarding the availability of financial assistance for skill development leave, and the criteria on which financial assistance will be based. These criteria governing support for programs, extending from access to general education to the acquisition of specific skills, would be established annually, and would reflect regional, provincial, and national interests."

Alan M. Thomas, "Skill Development Leave: Stages to Universal Access": Salasan Associates, Toronto, Ontario, March 1983, p. 30, Background Paper 9 prepared for the Skill Development Leave Task Force.

"Educational counselling has long been neglected in Canada, and will be an additional critical element in the success of the scheme. Additional incentives need to be introduced for the increased training of counsellors, and experimentation undertaken with respect to the placement of such counsellors with employers, in shopping centers, and other places where adults congregate in large numbers. The management of such counselling services should be the responsibility of the various Skill Development Councils."

ibid., p. 36.

"We propose, therefore, the creation of a central organization devoted to the collection, analysis, interpretation and dissemination of information about learning in Canada . . ."

ibid., p. 37.

"When discussing the problem of decision-making in the area of industrial training, the Parliamentary Task Force (1981, p. 75, Recommendations 23 and 24) was impressed by the contribution of industrial training advisory boards made up of representatives from several levels of governments, business, labour and educational authorities. It recommended that the federal government further encourage this cooperation. In addition, all levels of governments should support industrial training centres to be run cooperatively by several companies in the same industry. The idea of "local training councils" including representatives from labour, business, various levels of governments and educational institutions was also endorsed by the Economic Council of Canada (1982, p. 99)."

Social Program Evaluation Group, "A Study of Skill Development Leave Programs in Canadian Business and Industry": Queen's University Kingston, Ontario, April 1983, p. 61, Background Paper 13 prepared for the Skill Development Leave Task Force.

- to manage all funding arrangements connected to a skill development leave initiative such as:
  - a. a Skill Development Credit Plan;
  - b. a Training Fund;
  - c. a Development Fund; or
  - d. the Student Assistance Program
- to assist in the development of programs for on-site, in-plant, presentations

FUNDING:

- re-deployment of available resources
- new federal funding for operational purposes but shared with provincial and local governments

DELIVERY:

- councils and secretariats established for that purpose

"Summary of Recommendations

1. A Central Data Bank should be established to maintain student records of non-credit education and training and to provide an information base to assist in establishing year-to-year priorities for the Skill Development Leave Program.
2. The Continuing Education Unit (CEU) should be adopted as the standard of measurement to be applied to all non-credit education and training in the Skill Development Leave Program (refer Continuing Education Unit Option 10.4.5).
3. The responsibility for certifying providers of education and training within the Skill Development Leave Program should be assigned to a unit within the Central Data Bank. The providers of education and training should be approved or certified on the basis of criteria established by the Central Data Bank and approved by its Board of Directors.
4. The Quality Control and Program oversight function should be assigned to a unit within the Central Data Bank and the on-going evaluation procedure should be established to monitor the effectiveness of all the elements of the Skill Development Leave Program.
5. A system for evaluating and counselling potential program participants should be established to assist in matching potential students with specific programs and thereby increase the educational impact and the cost effectiveness of the program."

K.E. Glancy, "Record and Data Systems in Support of a Canadian Skill Development Leave Program": Council on the Continuing Education Unit, Columbia, Maryland, USA, March 1983, p. 26, Background Paper 23 prepared for the Skill Development Leave Task Force.

"The open admissions policies for non-credit courses will require that students are well informed and counselled before beginning a course or program."

David, Stager, "The Capacity of the Education System to Respond to Skill Development Leave": University of Toronto, Ontario, February 1983, p. 2, Background Paper 11 prepared for the Skill Development Leave Task Force.

10.4.5
CONTINUING EDUCATION UNITS

Designed for:	Mobility and Portability, Co-ordination
Aimed at:	All Canadians
Implementation:	Short- and medium-term

"Students have a certificate recognizing their achievements but there will need to be a central agency for assuring the quality and transferability of these certificates."

> David Stager, "The Capacity of the Education System to Respond to Skill Development Leave": University of Toronto, Ontario, February 1983, p. 3, Background Paper 11 prepared for the Skill Development Leave Task Force.

Continuing Education Units

DESCRIPTION AND MECHANISM:

- Establish a system of Continuing Education Units for Canada as a standard of measurement to be applied to all non-credit education and training related to updating, upgrading and retraining in a Skills Development Leave initiative.
- A Continuing Education Unit may be defined as the successful completion of "ten contact hours of participation in an organized continuing education experience under responsible sponsorship, capable direction and qualified instruction".
- Administer and record Continuing Education Units for each individual in a Central Data Bank.
- Recognize and approve CEU granting institutions.

PURPOSE:

- to provide a portable record of CEUs for individuals who have participated in retraining, upgrading or updating
- to provide a standard recording system that is simple, easily understood, and easily analysed
- to provide a standard educational unit that can be universally applied across the country

FUNDING:

- new funding needed for operating expenses

DELIVERY:

- Learning Councils or appropriate agencies

Continuing Education Units

"In our present world, credentials still provide the best method of exchanging information about the accomplishment and capabilities of an individual.

When we examine the concept of Skill Development Leave, and the documentation and data system that are required to support the program, we should consider these pertinent points:

1. Information on an individual's education/training accomplishments needs to be transmitted from place to place and from organization to organization. Portability and transferability are essential, and each individual must have ready access to his or her own records.
2. Such information must provide a record of recurrent education and training at many levels and in many content areas.
3. The system for recording educational accomplishment must be as simple as possible so it can be readily understood by the varied individuals who have occasion to generate and peruse the records.
4. To supply the necessary information for the planning and operation of the program, data are required on the number of persons involved, the level and content of the training, the number in each type of education or training, the number who have completed the training and now have a specific competency, and, in all portability, all of this information will be needed on an individual as well as a cumulative basis.
5. The most expeditious method of providing this information on a continuously available basis is to use a standard measurement and reporting system; and to maintain a Central Data Bank which will accumulate, analyze and distribute all of the information available on the training, recurrent education, and other non-degree education included in the Skill Development Project."

K.E. Glancy, "Record and Data System in Support of a Canadian Skill Development Leave Program": Council on the Continuing Education Unit, Columbia, Maryland, USA, March 1983, pp. 4-5. Background Paper 23 prepared for the Skill Development Leave Task Force.

"The use of the CEU is not limited to traditional educational institutions; but it can be, and is, used with equal ease by any organization that provides a significant amount of training and continuing or recurrent education."

ibid., p. 6.

"The Continuing Education Unit is defined as:

Ten contact hours of participation in an organized continuing education experience under responsible sponsorship, capable direction and qualified instruction.

Each of the elements included in this definition is an integral part of the concept of the CEU."

ibid., p. 13.

10.4.6
TRAINING FUND

Designed for:	Access, Equity, Financing
Aimed at:	All Canadians
Implementation:	Short- and medium-term

"The way to remedy this situation is by the imposition on all employers with more than 20 employees of the obligation to create a training fund, based on 1% of the net payroll per year. The funds could be disbursed by the employer, preferably in consultation with employees or their representatives in several ways."

> Alan M. Thomas, "Skill Development Leave: Stages to Universal Access": Salasan Associates, Toronto, Ontario, March 1983, p. 20, Background Paper 9 prepared for the Skill Development Leave Task Force.

"All Canadian employers would be required to spend 0.5% of payroll on training leading to degrees, certificates or diplomas or they would forfeit that amount as a training tax."

> R.J. Adams, "Skill Development for Working Canadians - Towards a National Strategy": McMaster University, Hamilton, Ontario, March 1983, p. 37, Background Paper 2 prepared for the Skill Development Leave Task Force.

Industry-Based Training Fund

DESCRIPTION AND MECHANISM:

- Establish a Training Fund to which individuals not covered in other ways, may apply for support of their own initiative in undertaking retraining, updating and upgrading.

PURPOSE:

- to improve access to training, upgrading and updating
- to facilitate Labour Market Adjustment

FUNDING:

- matched funding
- new funding
- federal, provincial and/or private

DELIVERY:

- Learning Councils

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10.4.7
PROGRAM DEVELOPMENT FUND

Designed for:	Financing, Co-ordination, Involvement
Aimed at:	Institutions
Implementation:	Short- and medium-term

"... educational curricula must be futurized to provide for creative thinking and innovative skills, future planning skills, life-style skills and leisure skills, among others."

Frank Feather, "Future Training and Retraining: Needs and Potentials:" Global Management Bureau Inc., Toronto, Ontario, March 1983, p. 42, Background Paper 6 prepared for the Skill Development Leave Task Force.

"Competency-based learning must be one of the curricular tools put into wider use."

Doug Lauchlan, "The Community College Perspective on Skill Development Leave": Spring 1983, p. 25, Background Paper 22 prepared for the Skill Development Leave Task Force.

"An innovative response is called for on the part of educational institutions ..."

Donald Glendenning and Wayne Mason, "Competency-Based Education and Life Long Learning": Holland College Charlottetown, P.E.I., March 1983, p. 1, Background Paper 10 prepared for the Skill Development Leave Task Force.

"Co-op programs are highly rated by students and employers. They also result in a better utilization of university facilities, and provide work experience and income to students. Co-op programs are particularly suited to the high demand disciplines of computer science, management and engineering."

B. Patterson, "Measures to Increase Postgraduate Research and Training through Industry Involvement": University Branch, Ministry of State for Science and Technology, Ottawa, Ontario, January 1983, p. 19, Background Paper 31 prepared for the Skill Development Leave Task Force.

Program Development Fund

DESCRIPTION AND MECHANISM:

- Establish a Program Development Fund to which faculty and post-secondary colleges, institutes, universities and other recognized educational agencies may apply for program development grants.

PURPOSE:

- to foster the development of learning packages or modules in all needed modes suitable for full- and part-time adult learners, including, but not confined to, such modes as:

  a. competency-based training programs;

  b. multiple entry/exit classroom instruction;

  c. co-operative educational programs;

  d. computer assisted/managed learning software;

  e. individualized learning packages;

  f. packages aimed at specific groups with special needs;

  g. distance education modes suitable for educational and instructional television; and

  h. correspondence modules and programs

FUNDING:

- new funding
- re-deployment of some research and development funding targeted to improve the retraining, updating and upgrading of research technicians, technologists and scientists
- expansion of the Skills Growth Fund to expand the utilization of existing provisions for curriculum development
- matched funding

DELIVERY:

- through existing Skills Growth Fund mechanisms
- Learning Councils or other agencies

10.4.8
MATCHED GRANTS

Designed for:	Equity, Financing
Aimed at:	All Wage-earners
Implementation:	Short- and medium-term

Matched Grants

DESCRIPTION AND MECHANISM:

- Establish a Matched Grant Fund to which each employer will contribute a portion of payroll and which is matched by an equal dollar grant from the federal and provincial governments on an agreed upon basis.
- Grant employees adequate financial entitlement for earned time off for Skill Development.

PURPOSE:

- to provide support for employees on skill development leave who might not otherwise receive assistance

FUNDING:

- private sector
- new government funding

DELIVERY:

- federal and provincial agencies

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10.4.9

SECTOR TRAINING AND EDUCATION COUNCILS

Designed for:	Access, Financing, Involvement
Aimed at:	All Wage-earners
Implementation:	Short-term

Sector Training and Education Councils

DESCRIPTION AND MECHANISM:

- Joint labour-management Sector Training and Education Councils (STECs). While welcoming initiatives in that direction from either management or labour, government should take the innovative step for actively approaching both parties in a few key sectors with the offer to help them examine and prepare the groundwork for the launching of the new STECs.
- The federal government should play the major role in facilitating joint action by labour and management in setting up such programs and can specifically contribute by making available federal research and other specialized services; by providing financial assistance; and by encouraging input from other valuable sources of information, opinions and support, such as provincial governments and educational institutions.

PURPOSE:

- to encourage management and labour, particularly in industries important to the development of the Canadian economy, to work out and put into practice, through joint efforts, an innovative, wide-reaching and long-range training and education program for each industry or sector, that would give due weight to concern both for employment and income security and for a forward-looking and efficient use of technology
- to combine the training and educational needs of working Canadians with the specific and practical outlook of important industry sectors

FUNDING:

- federal government seed money available to labour and management for the initial studies and planning operations required for the launching of each STEC
- federal funds earmarked to help ensure the effective functioning of the STECs on at least a minimal (three to five year) basis to allow for medium-term program implementation

- federal tax incentives to encourage increases in education and training expenditures into any specific tax program for education and training or any levy-grant system that may be put into practice on a general or sector basis

DELIVERY:

- new institutions, private and/or public

10.5
PILOT PROJECTS AND JOINT ACTION

10.5.1
FEDERAL-PROVINCIAL JOINT ACTION

Designed for:	Co-ordination, Involvement
Aimed at:	All Canadians
Implementation:	Short-term

"Under the Interprovincial Standards Program an understanding was reached among the provinces and territories where, under certain conditions, their certificates will be mutually recognized. It was agreed that there would be a free and mutual interchange of apprenticeship and training regulations . . .

The role of the Canada Employment and Immigration Commission is to co-ordinate the activities of the provinces toward reaching mutually acceptable levels of competency among journeymen in a number of trades.

The Interprovincial Standards Program Co-ordinating Committee (ISPCC) is the co-ordinating body through which all policy decisions concerning the Program are channelled.

The membership of the Committee is made up of one representative from the Apprenticeship and Industrial Training Branches of the Departments of Labour (or their equivalent) of each province and territory and one or more non-voting representatives from the Canada Employment and Immigration Commission. The Commission also provides a full-time national co-ordinator as part of the federal contribution to the program. It is this particular and unique form of federal-provincial co-operation that has proven to be an historic way of working together and which might well serve as a model for other areas of national concern."

Tom Watson, "Interprovincial Standards Program - A Model of Flexibility and Co-operation": Training Branch, CEIC, March 1983, pp. 2-3, Background paper 29 prepared for the Skill Development Leave Task Force.

Federal-Provincial Joint Action

DESCRIPTION AND MECHANISM:

- Follow up on the work of the Skill Development Leave Task Force, and the subsequent consultations, the Provincial Education and Manpower Ministers, through the Council of Ministers of Education, with the co-operation of the Government of Canada, should develop and propose a workable direction for the retraining, upgrading and updating of all Canadians in the evolving information society by January 1, 1985.

PURPOSE:

- to encourage provincial responsibility in developing a Canadian recurrent education strategy
- to encourage the establishment of interprovincial standards and agreements, and the portability of credentials, credits and skills
- to recognize the federal responsibility for economic development, employability, research and development, access, equity and mobility objectives

FUNDING:

- not applicable at this time

DELIVERY:

- federal and provincial governments

10.5.2

DEMONSTRATION PROJECTS

Designed for:	Access, Financing, Co-ordination, Involvement
Aimed at:	Unskilled and Semi-skilled Workers
Implementation:	Short-term

Demonstration Projects

DESCRIPTION AND MECHANISM:

- Re-design existing training programs to be cost-effective and meet the needs of semi-skilled or unskilled workers.
- Establish demonstration projects within industry, governments and/or by region to undertake an analysis of skill requirements of jobs and develop a body of training materials in support of competency-based learning systems. Skill Development Leave should be a mechanism used to support the training involvement.
- The federal government should bear the cost of the project which would be conducted by a team of educational specialists.
- Business and labour provide the information; workers and specialists, develop, manage, analyse and evaluate the system.

PURPOSE:

- to act as a demonstration model for the future development of a comprehensive system of programs

FUNDING:

- new federal and provincial
- re-deployment of Employment and Immigration funds

DELIVERY:

- existing framework

10.5.3
NO OPTION

Designed for:	Waiting
Aimed at:	Nobody
Implementation:	Never

The responsibility for change lies with us. We should begin by teaching ourselves not to close our minds prematurely to the novel, the surprising or perhaps the seemingly radical. This means fighting off the idea-assassins who rush forward to kill any suggestion on the basis of its impracticability, while defending whatever now exists as practical no matter how outdated, absurd, unworkable or oppressive it may be.

Adapted from: Alvin Toffler, "The Third Wave": William Morrow and Company, N.Y., 1980, p. 421.

No Option: What Expense Not Training?

DESCRIPTION AND MECHANISM:

- The expense of not training is implicit in the needs as defined in this report. The Skill Development Leave Task Force insists that not training is not an option.

10.6

SUPPORT MECHANISMS FOR PARTICIPATION

10.6.1
AFFIRMATIVE ACTION

Designed for: Access, Equity, Entitlement
Aimed at: Special and Disadvantaged Groups
Implementation: Short-term

Affirmative Action

DESCRIPTION AND MECHANISM:

- Provide Skill Development assistance including leave programs for all Canadians and, in the initial phase concentrate, on identified target groups where the need is greatest.
- Take positive action to identify target groups selected in a manner which reduces the educational gap that already exists. Inform and motivate these target groups. Finance training and leave if necessary from government funds.
- It is reasonable that we look at the whole of Canadian society and not distinguish between the working population and the rest of society by concentrating on Skill Development Leave for those currently employed.
- Leave to raise children is now being considered as employment for the Canada Pension Plan. Leave for Skill Development could be leave from family obligations.

PURPOSE:

- to help alleviate unemployment
- to increase the participation of women in the work force
- to help alleviate functional illiteracy
- to help fill the gaps left by the primary and secondary system, particularly in the field of mathematics and the sciences
- to aid the disadvantaged groups

FUNDING:

- new funds
- re-deployment of existing funds
- use of Student Assistance Funds

DELIVERY:

- Secretary of State
- Employment and Immigration Canada
- Learning Councils

10.6.2

OVERCOMING BARRIERS TO EQUITABLE PARTICIPATION IN EDUCATION AND TRAINING

Designed for: Access, Equity, Entitlement
Aimed at: Special, Disadvantaged Groups and All Canadians
Implementation: Short-term

Overcoming Barriers to Equitable Participation in Education and Training

DESCRIPTION AND MECHANISM:

- To take the necessary affirmative action to overcome the barriers to equitable participation in education and training by disadvantaged groups, according to the specific needs of the individual groups, such as: women, the geographically disadvantaged, older workers, the physically or mentally handicapped, native people, those with linguistic, cultural or literacy problems, migrants, isolated workers, people in correctional institutions, and age groups hampered by unfair treatment. Actions necessary to overcome barriers to full participation include:

  a. the encouragement of more adequate provision of and more active participation in adult basic education programs, devised and scheduled to meet the users' needs;

  b. the recognition of the direct interaction between educational and employment practices indicates the need for affirmative action for equity in proportionate participation. Quality of training and education must be rounded out with affirmative action to ensure equity in hiring practices for all types of work, in promotion possibilities, in the assurance of equal pay for work of equal value, in knowledge of and availability of union and statutory protection and in preventive measures against sexist or racist harassment and other discriminatory actions. Recognition of the problems and implementation of the solutions require legislation and collective bargaining measures and are a responsibility of governments, employers and unions. Affirmative action is particularly urgent to ensure equal access and equal presence of women, breaking old patterns of discrimination in traditional so-called women's jobs as well as for placement in eventual new skilled high technology jobs and in training now for those jobs;

  c. the design, delivery and facilitation of access to special courses aimed at overcoming learning problems that stand in the way of their full participation on an equal footing in education and training programs of broad or general access: such as lack of basic adult education; functional illiteracy; lack of familiarity with numbers; and the need to learn how to learn, specific to each disadvantaged group. This can require encouragement of the participation of women and other disadvantaged people in proportions sufficiently higher than their average presence in the population, to give them that equal footing;

d. the encouragement of labour-management agreements to facilitate access to programs needed to compensate for discriminatory practices or differences in background that hamper effective participation in working life, such as programs on "english or french as the language of work" or on mathematics in the workplace: understanding gauges, blueprints and pay slips;

e. the encouragement of the use of informal learning locations in which the adult learner feels more at ease than at a school desk or in a lecture hall; such as conference and meeting rooms or unoccupied lunchrooms, union halls, meeting places of fraternal orders, ethnic groups or other community facilities;

f. the use of modern, active learning methods that are especially geared to dealing with the learning problems involved; this is particularly important in overcoming negative schooling experience, subjection to frequent distraction or worry, or negative experience at work;

g. the active recruitment, and training when needed, of educator/animateurs from among the particular disadvantaged groups themselves;

h. the recognition of the educational value of the rich variety of experience and viewpoints available in the different economic, social and cultural backgrounds of people in the disadvantaged groups;

i. the availability, of education and training opportunities, financed by specific government funds, to unemployed workers and those disadvantaged people that are currently outside the formal labour market, such as: homemakers, native people, welfare recipients and inmates in correctional institutions;

j. the provision of education and training facilities for Canadians working and living in isolated areas, including measures to maximize on-site learning activities. Methods would include the use of available teaching resources at every level. On-site educators/animateurs/study group leaders, are required particularly in the natural resource industries and the related construction, maintenance and service occupations. Planned participation in distance education, with the use of televised or video-taped courses and, particularly, two-way television, should be encouraged;

k. the provision of adequate childcare;

l. the assurance of adequate protection of normal earnings, fringe benefits, job security and workers' compensation coverage while on education or training courses in or outside the workplace; while of importance to everyone, these protections are especially needed to overcome the worries and doubts of disadvantaged people, doubts often based on an unfortunate experience;

m. the recognition of the legitimate nature of the demand for training and retraining programs in their own language by native peoples as put forward at the Omanmawi-Atoskewin: Working Together Conference in November 1981 in Regina; and the provincial conference of French-speaking working people organized in May-June 1983 by the "Association canadienne française de l'Ontario (ACFO);

n. the establishment of special or sheltered workshops with education and training components for young and handicapped people, but with precautionary measures by government, trade unions and employer organizations to ensure against unfair competition or exploitation based on cutting standards of wages and working conditions or setting up "sheltered sweatshops"; and

o. the implementation of innovative training programs, including the encouragement of new trades or occupations linked to the needs of migrant, seasonal, or region disadvantaged workers, of both Canadian and foreign origin.

PURPOSE:

- large numbers of Canadians have been put into the difficult, unproductive and, above all, unfair position of being discriminated against in the social and economic life of this country. A major form of discrimination is the barrier to full and equitable participation in the education and training needed to function well in society and at work. Disadvantaged people are often poor people.

- governments, as law-makers and law-appliers, as well as employers, and trade unions each bear a responsibility. The disadvantaged themselves, through the governments they vote for or against; the employers that manage them; the unions that often represent them; as well as their own community organizations, have their own responsibility to take part in ending discrimination.

- women, the handicapped, native peoples, those whose ethnic or cultural heritage puts them at a disadvantage in an English or French speaking surrounding, as well as those with insufficient literacy to function adequately, are all in need of special consideration. Large numbers of young people have yet to acquire the elementary work experience they are expected to prove in order to get a job, and are deprived of the learning possibilities which might overcome that obstacle, particularly those who left school early. At the same time many older workers are deprived of opportunities to learn, in a society too quick to treat their education or training as a waste of time and money. Even when training or retraining programs accompany technological change, they are too often aimed at passively adapting the human to the change, instead of playing a part in a modern and human-oriented interaction among people, equipment and processes. Thus, they intensify the disadvantages for the groups concerned. If our goal is the human use of human beings, then we must remove the barriers to their development.

FUNDING:

- expansion and re-deployment of current government funds, federal, provincial and municipal

DELIVERY:

- governments, labour and management

10.6.3

DEVELOPMENT OF ADULT EDUCATORS

Designed for:	Access, Entitlement, Co-ordination, Involvement
Aimed at:	Adult Educators
Implementation:	Short-term

Development of Adult Educators

DESCRIPTION AND MECHANISM:

- Encourage the development of competent part-time adult educators in the workplace and ensure their availability within the industrial or occupational setting in order to:
  a. expand the possibilities of access by working people to education and training programs in line with the needs of a modern, democratic society; and
  b. ensure that new adult education initiatives for working people have effective leadership and appropriate learning techniques.
- Workers' education institutions and trade union education programs should be encouraged to participate in developing a broad network of workplace educators.
- Government support should take the form of thrust funding and also of encouragement to management to make the time available for training the educators. Federal and provincial governments, as employers, should set the example in their respective jurisdictions.

PURPOSE:

- to improve the quality and relevance of training and education and remedy the ongoing lack of programs and access
- to provide a focal point for employee involvement in training and education, formal and informal
- to encourage the development of educators, discussion leaders, in short animateurs in the workplace, from among the workers themselves
- to tap the resources of workers able to understand the concerns and aspirations of their fellow employees in developing and delivering learning programs needed by working adults
- to improve responsiveness of training and educational institutions to the needs of working adults

FUNDING:

- new
- re-deployment of existing resources

DELIVERY:

- on-the-job training and education programs
- community and association groups
- trade unions

10.6.4
EDUCATION DELEGATES

Designed for:	Access, Co-ordination, Involvement
Aimed at:	Adult Educators
Implementation:	Short-term

"An example of time allowed for an Education delegate would be one hour per week for every 100 employees represented or major portion thereof, with the recommendation being that no one education delegate be required to service more than 123 employees. Experience has indicated that it is more effective to make use of the team approach and therefore have a minimum unit of up to 249 employees".

Daniel Benedict, Skill Development Leave Task Force member, June, 1983.

Education Delegates

DESCRIPTION AND MECHANISM:

- The growing understanding of the need for policies that would encourage a far broader access of working Canadians to education and training must be accompanied by a parallel development of educators, discussion leaders, stimulators, facilitators and, in general, what are aptly called animateurs, in the workplace. Reflecting their understanding of the concerns and aspirations of their fellow workers, workplace education delegates can and should be trained and encouraged to share learning information and counsel their co-workers on adult learning programs available.
- Encourage the development of competent part-time education delegates in the workplace and ensure their availability within the industrial or occupational setting.
- Workers' education institutions and trade union education programs would be encouraged to participate in developing as broad as possible a network of elected workplace education delegates.

PURPOSE:

- to expand the possibilities of access by working people to education and training programs in line with the needs of a modern, democratic society
- to ensure that new adult education initiatives for working people are known by and available to them through their participation in a mechanism of their own making

FUNDING:

- new, public and private
- government support should take the form of thrust funding and also of encouragement to management to make the time available for the training of the education delegates, to keep them up to date and readily available to the bargaining unit or group of employees they represent.

DELIVERY:

- governments and employers
- governments as employers should set the example in their respective jurisdiction

APPENDICES

ANNEX I

Labour Canada's Statistical Analysis of Education Leave Clauses in Collective Agreements and Letters of Intent

In 1983, at the request of this Task Force, Labour Canada did some computer analysis on education leave clauses of some kind or other in collective agreements or accompanying letters of intent in Canada. Mindful of the critical experience with the statistics furnished at the time of the Adams Commission report, file searches and sampling matched with knowledge of specific companies and industries were used to improve the questioning and analysing processes. The results of the analysis are published separately as a background report.

Labour Canada's data base included 2,235 collective agreements covering some 2,440,000 employees who work in bargaining units with 200 or more workers. That is almost one-fourth of the employed workers in Canada. To show the broad nature of the definition of education and training used, and the hazardous nature of drawing any conclusions, 1,720 of the agreements with 2,135,500 of the workers were defined as having some reference to education and training lasting 3 hours or 3 years, whether on the job, at a union hall or at university.

From that group, 269 agreements, covering 438,000 workers, were chosen. They made up about half a sampling "matrix" that was weighted in favour of those industrial sectors in which agreements of some kind on training or education (not by any means necessarily trade union education or "paid education leave") were common.

Analysis of the 269 contracts showed that while they almost all had one or more clauses on training, a large majority (70 percent) of the clauses made no mention of time off, while only 28 percent of the clauses provided for full payment of wages, with a majority of the clauses (52 percent) providing full payment only in cases of "on-the-job" training. Another 13 percent of the clauses provided for partial payment of wages.

Seventy-two of the 269 agreements (27 percent) included clauses on union education, but 38 of those clauses (53 percent) did not stipulate any amount of time off, 2 of them mentioned only some hours, 22 stipulated a number of days (the largest group of these were 13 with 20 days off each) and 3 had a year or more.

From the point of view of payment, only 9 of the agreements containing union education clauses (12.5 percent) called for wage payment (Table 6), but 21 others (29 percent) contained provision for payment to a union education fund, which – as in the case of the UAW, then pays the worker/learner's lost wages. Therefore almost half of those who have union education clauses have wage coverage.

Without trying to comment here on all the tables contained in this report, and recognizing that it is impossible to draw large-scale conclusions from this sample of less than half a million workers, it is interesting to note that 99 of the 269 agreements (37 percent of them) have clauses covering a type of training – for technological change – that was almost nonexistent a few years ago. Twenty-three percent of those clauses call for full wage coverage. A small move – too small – in the right direction.

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This collection, the individual background papers themselves and the Task Force Report may be obtained by contacting:

Enquiries and Distribution, Public Affairs Division
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